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AUTHOR	Best, Fred
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ABSTRACT

Intended for local consortia that are developing resources and operational materials dealing with the California 1989 Strategic Plan for Adult Education, this document outlines the strategic plan, the need for local planning consortia, and the nature and activities to be undertaken by local consortia. Following an executive summary, an introduction and preview describe the purpose and content of the document. Chapter 2 summarizes the history, goals, recommendations, and implementation plans for the strategic plan, including the long-term initiatives that require the involvement and advice of local consortia. Chapter 3 focuses on four recommendations that comprise the basic infrastructure of an adult education system using state-of-the-art information technology to help learners access the best education and training programs for their individual needs and encourage cooperation among program providers to facilitate the movement of learners among programs. Chapter 4 provides a functional plan and time table for activities and outcomes of each local consortium, including a mission statement, timetable for completion of the mission, description of how consortia are to be selected and organized, and specifications for the expected products and outcomes of the consortia. (CML)

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SPECIAL AEI REPORT

Handbook for Local Planning Consortia

Background, Objectives and Workplan for Local Planning Consortia on Strategic Plan for Adult Education

NUMBER 4

FEBRUARY 1990

DRAFT COPY

Submitted to:

Adult Education Unit
Youth, Adult and Alternative Services Division
California State Department of Education
Sacramento, California
(916) 322-2175

Chancellor's Office
California Community Colleges
Sacramento, California
(916) 322-6880

Prepared by:

Adult Education Institute for Research and Planning

Fred Best, Director

Interim Adult Education Steering Committee

Letter of Transmittal

This handbook has been prepared as general workplan and orientation document for members of Local Planning Consortia. These consortia will be organized by the State Department of Education and the Adult Education Institute for Research and Planning (AEI). The purpose of these consortia will be to gain local advisory input concerning the details of implementing core components of the 1988-89 Strategic Plan for Adult Education.

This handbook provides a general overview of the Strategic Plan, elaborations of parts of the plan which we call the "collaborative infrastructure," and a workplan for consortia activities. The workplan specifies tasks to be completed through the local consortia and products that must be submitted by the consortia .

In addition to providing a framework for consortia activities, it is hoped that this document will assist interested persons to understand one of the approaches being used to ensure that the Strategic Plan for Adult Education will be developed with the full and detailed involvement of field practitioners and other stakeholders.

Sincerely,

Fred J. Best
Executive Director
Adult Education Institute for Research and Planning

STEERING COMMITTEE AND PROJECT STAFF

Interim Steering Committee

PAUL BELOMY
Principal
Santa Clara Adult School
Santa Clara

GARI BROWNING
CATESOL Representative
Costa Mesa

CHARLES CARLSON
Dean of Instruction
Bakersfield College
Bakersfield

LANI DEVINCENTIS
Dean of Noncredit Education
Glendale Community College
Glendale

JAMES FIGUEROA
Assistant Superintendent
Adult/Occupational Education
Los Angeles USD
Los Angeles

JEROME FINNIGAN
Education and Training
Xerox Corporation
El Segundo

RONALD GRISTOCK
Vice President
Community Involvement
Wells Fargo Bank
San Francisco

SANDRA HAMILTON
Executive Director
Southeast Los Angeles County
Private Industry Council, Inc.
Cerritos

NOREEN HANNA
Chair, ACSA
Adult Education Committee
Napa

GREGORY HEARN
Superintendent
San Benito High School District
Hollister

AUGUST HUESCA
Provost, Adult Continuing Ed
North Orange County Community
College District, Fullerton

THOMAS JOHNSON
Assistant Superintendent
Adult & Alternative Education
Hacienda La Puente USD
La Puente

PERCY JULIEN
Director, Adult Education
Oakland Unified School
District, Oakland

REPRESENTATIVE
To Be Determined
(Substitute for Jeffrey Krause
Fluor Corporation, Irvine)

DARLENE LAVAL
Board of Education
Fresno Unified School District
Fresno

JERRY LEW
Regional Training Coordinator
Kaiser Permanente Regional HRD
Oakland

HAZEL MAHONE
Superintendent
Grant Joint Union High School
District, Sacramento

ANITA MARTINEZ
Representative, Academic Senate
for Calif Community Colleges
c/o San Francisco Community
College, San Francisco

SUZANNE McCORMICK
Vice President, California
Manufacturers Association Service
Corporation, Sacramento

CONSUELO NIETO
Professor
Graduate School of Education
CSU, Long Beach

BONNIE OLIVER
Director, Special Projects
KCET-TV Educational
Enterprise Division, Los Angeles

HENRY PAGE
Principal
Palo Alto Adult School
Palo Alto

WALTER POPKIN
President, California Council
for Adult Education
Montebello

J. CORINNE PRICE
Director
Salinas Adult School
Salinas

JOE RICHEY
Executive Vice President
Industry Education Council
of California, Woodland

LEONARD RIVERA
Principal
Whittier Adult School
Whittier

FRANCES RUIZ
ESL Teacher
Corona-Norco Adult School
Corona

PRANY SANANIKONE
Assistant Director, United
Cambodian Community, Inc.
Long Beach

ADRIANA SANCHEZ-ALDANA
ESL/Amnesty Resource Teacher
Sweetwater Union High School Dist
Del Rey Adult Center, Chula Vista

ROD SMITH
Provost, Educational Cultural
Complex, San Diego Community
College District, San Diego

JUANITA STANLEY
Executive Director
California Literacy, Inc.
San Gabriel

GARY E. STRONG
State Librarian
California State Library
Sacramento

WILLIAM WENRICH
Chancellor
San Diego Community College
District, San Diego

State Education Staff

DOUG BURRIS
Deputy Chancellor
Chancellor's Office
California Community Colleges

RITA CEPEDA
Dean, Education Standards &
Evaluation, Chancellor's Office
California Community Colleges

GERALD KILBERT
State Director
Adult Education
Department of Education

RAY EBERHARD
Program Manager
Adult Education Unit
Department of Education

NORMA MORRIS
Analyst, Noncredit & Community
Services Chancellor's Office
California Community Colleges

KATHY WARRINER
Analyst, Basic Skills & Literacy
Chancellor's Office
California Community Colleges

LYNDA SMITH
Project Monitor
Adult Education Unit
Department of Education

Institute Staff

FRED BEST, Executive Director
CUBA MILLER, Senior Associate
DENNIS PORTER, Consulting Specialist
JON EBELING, Consulting Specialist
PEGGY LEWIS, Associate
JIM McDONALD, Publications & Public Information

BERNADETTE DAWSON, Associate
MARY O'MARA, Operations Manager
ANAN NUGGIHALLI, Computer Systems
FREDERICA SHOCKLEY, Consulting Specialist
ERIC MARGOLIS, Associate
VAN WOOLLEY, Senior Consultant

Adult Education Institute for Research and Planning
Sacramento, California

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Executive Summary

Local planning consortia will be established to provide input from diverse local communities into the implementation of the 1988-89 ***Strategic Plan for Adult Education****.*

This handbook has been prepared as a guide for systematic local planning activities to advise state planning and develop "Paper Models" of core recommendations presented in the 1989 Edition of *Adult Education for the 21st Century: Strategic Plan to Meet California's Long-Term Adult Education Needs* (pages 55-88). The planning process specified in this paper are an integral part of a multi-agency *Adult Education 2000 Project* being coordinated by the newly established Adult Education Institute for Research and Planning. Over the two-year period between July 1989 and August 1991, between three and five local consortia will develop recommendations and operational materials dealing with the following core recommendations of the Strategic Plan:

- **Community Adult Education Information Services**
- **Adult Education Access Card (*EduCard*$_{TM}$)**
- **Integrated Adult Education Data System**
- **Collaborative Planning**

This handbook outlines the Strategic Plan for Adult Education, the need for Local Adult Education Planning Consortia, and the nature and activities to be undertaken by local consortia. It should be used as an operating roadmap by local consortia and those working with consortia. It is also intended to provide information to persons interested in the goals and activities of the *Adult Education 2000 Project*. The paper has four chapters:

(1) **Introduction and Preview.** This chapter outlines the purpose and content of this handbook.

(2) **The Strategic Plan for Adult Education.** This chapter summarizes the history, goals, recommendations and implementation plans for the 1988-89 Strategic Plan for Adult Education. It provides a general overview of the long-term initiatives that require the involvement and advice of local consortia.

(3) **Building an Infrastructure for Collaboration.** This chapter focuses on four recommendations that will comprise the basic infrastructure of an adult education system using state-of-the-art information technology to assist learners access the best education and training programs for their individual needs, and encourage cooperation among program providers to facilitate the movement of learners among programs. It elaborates each of these core recommendations, then outlines issues that must be resolved

and functional components that must be designed by local consortia.

This handbook has been prepared as a guide for systematic local planning activities to advise state planning and develop "Paper Models" of core recommendations presented in the 1989 Edition of Adult Education for the 21st Century.

(4) **Workplan for the Local Consortia.** This chapter provides a functional workplan and timetable for the activities and outcomes of each local consortia. First, it provides a statement of the mission for the consortia and the timetable for completion of the mission. Second, it describes how consortia are to be selected and organized. Third, it specifies the products and outcomes expected from the consortia.

This paper summarizes sections from other reports produced by the *Adult Education 2000 Project*. These include:

Adult Education for the 21st Century: Strategic plan to meet California's Long-Term Adult Education Needs, 1989 Edition, Adult Education Unit, State Department of Education, Sacramento, May 15, 1989.

Adult Education Research and Planning Institute: Workplan for Implementation Research on the 1989 Strategic Plan for Adult Education (Working Draft), Pacific Management and Research Associates, Sacramento, February 15, 1990.

Guidelines for Working Papers on Strategic Recommendations: Workplan for Preparation of Policy Option Papers, Feasibility Studies and Implementation Plans, Adult Education Institute for Research and Planning, Sacramento, October 9, 1989.

These reports will be cited throughout this paper. Readers are encouraged to read these documents for elaboration on topics summarized in this paper. Those who have already reviewed these documents may wish to focus their attention on the portions of this report that present new information (See pages 1-2, second half of Chapter 3, and Chapter 4).

The Strategic Plan for Adult Education

Adult Education for the 21st Century was released in June 1989 as a long-term initiative to improve delivery, increase quality and expand the scope of California adult education programs. This chapter is intended to assist persons involved in Local Adult Education Planning Consortia by providing background on the plan and its implementation.

This chapter summarizes key aspects of prior reports. These reports will be cited at the beginning of summary sections. Readers familiar with the original reports may wish to focus their attention to other sections.

HISTORY OF THE PLAN

This Strategic Plan for Adult Education is the result of a long-term planning project initiated in October 1988 by the Adult Education Unit of the Youth, Adult and Alternative Educational Services (YAAES) Division

of the Department of Education (SDE). It has been developed under the guidance of a twenty-six member Adult Education Advisory Committee appointed by State Superintendent of Public Instruction Bill Honig.

The plan proposes that education and training providers work cooperatively with each other, business and other stakeholders to make the education of adults a focal priority of our state. It envisions a system of adult learning that is an equal partner, along with kindergarten through high school and higher education, in providing quality education to California.

The Strategic Plan proposes fourteen recommendations that together provide an inter-linked system for the delivery of education and training to adults (See Exhibit 1).

Exhibit 1

OUTLINE OF RECOMMENDATIONS

IMPROVE ACCESS TO USERS:

(1) **Funding to Meet Today's Needs**
(2) **Funding for Innovation and Performance**
(3) **Community Adult Education Information Services**
(4) ***EduCard*$_{TM}$ (Adult Education Access Card)**
(5) **Linkage of Support Services to Increase Access**

IMPROVE ACCOUNTABILITY:

(6) **Procedures for Adjusting Instructional Priorities**
(7) **Quality Standards and Performance Measures**
(8) **Integrated Adult Education Data System**

IMPROVE QUALITY AND RESPONSIVENESS:

(9) **Program and Staff Development Support**
(10) **Teacher Certification Appropriate to Adult Education**
(11) **Facilities for the Future**
(12) **Special Grants to Test Program Innovations**

IMPROVE PLANNING AND COORDINATION:

(13) **Collaborative Planning**
(14) **Adult Education Institute for Research and Planning**

These recommendations have been developed with the intent of achieving multiple payoffs concerning the four goals of improving (1) access to users, (2) accountability for program performance, (3) program quality and responsiveness, and (4) planning and coordination.

ADULT EDUCATION INSTITUTE FOR RESEARCH AND PLANNING

One of the fourteen recommendations put forth by the Strategic Plan was to establish an "Adult Education Institute for Research and Planning" that would conduct policy research on adult education, and have major responsibility for the research and development (R&D) and planning tasks to implement the remaining thirteen recommendations.

This section describes how the Adult Education Institute for Research and Planning (**AEI**) will be developed during its first two years. It outlines research to assure proactive policy development for California adult education, specifies planning and feasibility studies to implement the recommendations of the Strategic Plan, and proposes approaches for participative review and adjustment of strategic recommendations.[1]

*The Adult Education Institute for Research and Planning (**AEI**) will work with collaborating state agencies to direct and coordinate most of the processes needed to implement the Strategic Plan.*

The Adult Education Institute for Research and Planning (**AEI**) will work with collaborating state agencies to direct and coordinate most of the processes needed to implement the Strategic Plan. The Institute will conduct feasibility and planning studies to establish goals for each strategic recommendation, isolate existing resources and models, review and assess alternative approaches for developing each recommendation, and develop operational specifications and implementation plans for each recommendation. It is expected that these studies will be conducted under the direction of pertinent subcommittees of a multi-sector and geographically representative Interim Adult Education Steering Committee (ultimately to become the Adult Education Council proposed in Recommendation 13). This committee will include local providers and other stakeholders.

The Adult Education Institute will be established to meet five long-term objectives. These objectives are: (1) conduct long-term planning and goal setting, (2) assess, integrate and implement long-term objectives, (3) develop plan for Adult Education Institute for Research and Planning Institute, (4) coordinate advisory and outreach activities, (5) develop and maintain an adult education data system, (6) and conduct special research.

Institute Workplan

During its first two years the Adult Education Institute for Research and Planning (**AEI**) will be established, and research and planning will be conducted in accord with the 1989 Edition of the *Strategic Plan for Adult Education*. The objectives of this Institute will be accomplished by carefully orchestrating a series of tasks. The Institute workplan for the first two years will be outlined from the following perspectives:

- Initial Stages and Timetable
- Overview of Institute Activities

The tasks specified in this workplan have been organized to produce quality analysis within the context of advisory input from impacted groups

The first stage of the Institute will be completed during the 24 month period between July 1989 and August 1991. An overview of the project stages and schedule is provided in **Exhibit 2**:

During the first two years of operation, the Institute will conduct inter-related activities in four major areas:

(1) Strategic and Collaborative Planning
(2) Policy Research and Feasibility Studies
(3) Development Work on Strategic Plan

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[1] The contents of this section have been summarized from ***Adult Education Research and Planning Institute: Workplan for Implementation Research on the 1989 Strategic Plan for Adult Education*** (Working Draft), Pacific Management and Research Associates, Sacramento, July 18, 1989.

(4) Public Information Activities

These activities will be integrated to ensure a highly visible planning process that assess existing strategic recommendations and reviews the overall direction of the 1988-89 Strategic Plan.

Exhibit 2
OVERVIEW OF TIMETABLE

Project Phase:		End Date:
(1)	**Review and Specify Strategic Recommendations**	**01/16/90**
(2)	**Assess Feasibility of Strategic Recommendations**	**06/13/90**
(3)	**Operational Specification of Strategic Recommendations**	**01/09/91**
(4)	**Develop Implementation Workplans and Exploratory Prototypes**	**07/13/91**

Overview of Working Papers

As noted above, a key part of the Institute's activities to implement the Strategic Plan will entail working with advisory groups to prepare a series of working papers which specify how each of the fourteen strategic recommendations will be implemented. This section summarizes the nature of these papers and procedures for advisory review of the papers.

Over the two year period between July 1989 and August 1991, the Adult Education Institute (AEI) will prepare working papers on nine of the fourteen strategic recommendations, and a more detailed series of three papers on the remaining five recommendations. The series of three detailed papers will include:

- **Policy Option Papers.** Specification of goals and priorities, review of literature and background information, isolation and assessment of key policy options, and recommendation of and elaboration of one or more policy options for detailed examination.

- **Feasibility Studies.** Assessment of one or more policy option in terms of costs of development, costs and benefits of ongoing operation, and barriers to development and use.

- **Implementation Plans.** Operational specification of policy option to be developed, task specific workplan and schedule for development, budget for development and operation, and institutional arrangements required for development and application.

All Working Papers will be developed, reviewed and revised by designated advisory groups. The ultimate tribunal for review and formal recommendations to agency heads will be the Interim Adult Education Steering Committee. However, the focus of this advisory process will center around four sub-committees of this Steering Committee. These subcommittees will have six to twelve members each. They will have

primary, but not necessarily total, responsibility for specified strategic recommendations.

Building an Infrastructure for Collaboration

A large part of the Strategic Plan for Adult Education is based on using information technologies to assist learners access programs, streamline operations, and create information necessary for effective cooperation among providers. To function successfully, this "collaborative infrastructure" must be developed with the involvement of all provider and user stakeholders and reflect the needs of diverse local communities. This requires that the strategic recommendations which constitute the "collaborative infrastructure" be developed with thorough and systematic involvement of local consortia reflecting the diversity of California.

This chapter elaborates the strategic recommendations that comprise the "collaborative infrastructure" of information services, and focuses issues and details that must be addressed by local planning consortia. The key parts of this chapter include:

- **Elaboration of Core Recommendations**
- **Preliminary Outline of System Operations**

Careful review of this chapter is a critical prerequisite for participation in Local Planning Consortia. It is also important for persons concerned about the priorities of involvement for local educators and stakeholders in the strategic planning process.

ELABORATION OF CORE RECOMMENDATIONS

This section elaborates four strategic recommendations that compose the basic infrastructure for collaborative integration of services from a variety of programs and agencies. As noted earlier, these core recommendations are:

- **Community Adult Education Information Services**
- **Adult Education Access Card (*EduCard*$_{TM}$)**
- **Integrated Adult Education Data System**
- **Collaborative Planning**

Capsule summaries of these four core recommendations are provided below:

- **Community Adult Education Information Services.** Regional, cross-agency facilities should be established to provide learners with an impartial overview of available educational opportunities and assistance in selecting services which best meet individual needs. These services should provide outreach and recruitment of the hard-to-reach, information about educational opportunities, assessment and counseling, certification of basic skills, and maintenance of

comparable cross-agency data concerning the participation and achievement of individuals within educational programs. Each service center would be a counselor-supported electronic clearinghouse that would reduce duplication and time loss resulting from duplicate student intake, assessment and record keeping; and provide adults with the information needed to make intelligent choices about their educational activities.

- ***EduCard*$_{TM}$ (Adult Education Access Card).** Credit card technology should be used to empower learners with greater access to educational programs. An *EduCard* should be issued to all adults as they enroll in participating programs. With appropriate safeguards to assure confidentiality, this card would enable learners to access information on their educational records, eligibility for alternative programs, and certification of demonstrated skills. This information would be used to help place users in appropriate programs and assist their progression to further education and job placement. It would also reduce paperwork, streamline administrative costs, and facilitate the matching of private funds to public resources.

- **Integrated Adult Education Data System.** This Data System will provide a means of entering, retrieving and analyzing data that is accessible to both state and local users. This system should be developed to serve the needs of learners and local educational providers as well as the state. Data to be stored might include student records, student and program performance data, program participation and descriptive data. Safeguards would be developed to protect personal privacy.

- **Collaborative Planning.** Councils and steering committees composed of key stakeholders should be organized to guide the development and maintenance of the strategic recommendations. These bodies should have multi-agency representation, and the involvement of business and user groups. A state group would be concerned with overall system design and the development of implementing state policies. Efforts will be made to develop and maintain ongoing links with local educators, business, and other stakeholders. During the first years of the Plan's implementation, these planning bodies may take the form of interim steering committees.

PRELIMINARY OUTLINE OF SYSTEM

Together, the four recommendations above comprise a "collaborative infrastructure" of communication lines, information and procedures which will improve the access, accountability and quality of adult education. While these recommendations have been presented as separate entities, they are in reality components of one integrated system. This is particularly true for the Community Adult Education Information Services, *EduCard*$_{TM}$ and Integrated Adult Education Data System, which provide the basic foundation for creating and sharing the information that will be the glue for the entire strategic model.

This section provides a preliminary overview of how these components are intended to operate as a system and issues that must be addressed as state and local stakeholders design the specifics of each recommendation. The two topics to be addressed include:

- Goals for the Collaborative Infrastructure
- Overview of System Operations

This section will provide background information and a conceptual framework for the activities of the Local Adult Education Planning Consortia.

Goals for the Collaborative Infrastructure

The goals for the "collaborative infrastructure" are the same as those of the entire Strategic Plan. As noted above, these goals are:

- **Improve Access to Users**
- **Improve Accountability**
- **Improve Program Quality and Responsiveness**
- **Improve Planning and Coordination**

However, these strategic goals take on a more specific and operational dimension where attention is focused on the recommendations that comprise the "collaborative infrastructure."

Description of Functions

The "collaborative infrastructure" comprises a system that uses information technology to accomplish multiple goals simultaneously. First and foremost, the system will provide integrated and comprehensive services to assess and place learners in educational programs. Second, the system will collect and maintain learner records so they can be rapidly and efficiently recalled for use by either the learner or authorized education and training programs. Third, the system collects and consolidates standardized information on programs to enable learners to understand and chose among available educational programs, and to assist providers to better plan and coordinate programs.

Each of the above three functions entails a number of specific steps designed to give learners a full array of services. This section will provide a preliminary description of the key steps and activities associated with the key functions of the system:

- Assessment and Placement Learners
- Planning and Describing Programs
- Use and Maintain the *EduCard*$_{TM}$ and Integrated Data System

This description will provides a more concrete idea of how the "collaborative infrastructure" is intended to work.

Assessment and Placement of Learners.

The most important purpose of the "collaborative infrastructure" is to assist learners determine their educational needs, chose the best possible program to meet those needs, and move painlessly to participation in the chosen program. To accomplish these purposes, the proposed system will use information technology to provide comprehensive assessment of needs, an interactive overview of available educational options, and electronic registration for selected programs. These services will minimize delays and duplication of effort for both learners and programs. Preliminary planning suggests seven steps to this assessment and placement function:

(1) Learner Contacts Information Services
(2) Interview and Collection of Intake Information
(3) Review, Update or Conduct Assessments of Skills
(4) Review and Select Educational Program
(5) Referral and Pre-registration
(6) Program Participation
(7) Post-Program Activities

Planning and Describing Programs

The "collaborative infrastructure" will assist providers of education and training by referring appropriate participants, streamlining record keeping and reporting activities, and providing data to guide planning and development. Collaborating providers will also have to provide data on the nature of their programs and the participation of learners.

Planning and research to date suggests that providers will be linked to the "collaborative infrastructure" by the following three reoccurring activities:

(1) Develop Standardized Description of Programs
(2) Ongoing Updates and Information Programs
(3) Use Data to Evaluate and Plan Programs

Use and Maintain the *EduCard*$_{TM}$ and Integrated Data System

The operational core of both learner and program involvement in the "collaborative infrastructure" will be the *EduCard*$_{TM}$, the Community Adult Education Information Services, and the Integrated Adult Education Data System. These three components will in actuality function as one system of decentralized local microcomputers linked by a telecommunication network to a central computer. It will store, process and recall data on learners and programs in the course of four activities linked to the activities previously described for participating learners and programs.

(1) Assign *EduCard*$_{TM}$ to Selected Learner Groups
(2) Establish or Update *EduCard*$_{TM}$ and Integrated Data Base
(3) Provide Information about Programs and Options
(4) Update *EduCard*$_{TM}$ and Integrated Data Base

Each of these four activities represents interactively storing and producing information as learners and programs interact with the "collaborative infrastructure."

Workplan for Local Consortia

The success or failure of education and training programs is primarily determined at the local level. Thus, implementation of California's Strategic Plan for Adult Education and the four core recommendations that comprise the "collaborative infrastructure" must balance state and local goals as well as the goals of multiple agencies and stakeholders. Local user and provider stakeholders must have significant involvement in the development of the proposed "collaborative infrastructure" to ensure that it embodies local goals, responds to local concerns, and enhances rather than constrains the performance of local programs.

Implementation of California's Strategic Plan for Adult Education and the four core recommendations that comprise the "collaborative infrastructure" must balance state and local goals as well as the goals of multiple agencies and stakeholders.

California will involve local stakeholders at every level of its adult education planning process. First, the Interim Adult Education Steering Committee, which oversees implementation of the Strategic Plan, will be dominated by representatives of local stakeholders. Second, the Adult Education Institute for Research and Planning (AEI), which has operational responsibility for planning and implementation, will conduct numerous outreach activities to involve local stakeholders. Finally, the Institute will also organize three to five Local Adult Education Planning Consortia to participate in the design of specific elements of the "collaborative infrastructure" and advise the State Steering Committee concerning the overall direction of the Strategic Plan.

MISSION OF THE CONSORTIA

Over the next two years, the Local Adult Education Planning Consortia will have three specific missions. These missions include:

- Prepare Draft "Paper Models" of the "Collaborative Infrastructure"
- Review and Adjust Integrated "Paper models" Prepared by State Staff
- Recommend Revisions of the Strategic Plan to the Interim Adult Education Steering Committee

Special attention to the meaning and nature of "paper models" is appropriate before proceeding further. While the proposed "collaborative infrastructure" will use state-of-the-art information technologies requiring advanced expertise, the goals and functions of this infrastructure must be established and understood by all stakeholders. It is possible, by use of the "paper model" concept, to involve stakeholders of all levels of "computer literacy" in the development of the procedures and data that the "collaborative infrastructure" will use. To accomplish this, we propose that consortia of local stakeholders be convened to develop written "paper models" of the in-take and referral procedures, interview forms, learner educational record formats and other aspects of the proposed collaborative arrangements with absolutely no attention to computer technology. In other words, the consortia would be mandated to produce a "paper system" that could function manually in the 1940's without computers. Once this "paper model" is developed and refined, it can be incorporated into an electronic "collaborative infrastructure" that meets both state and local needs.

Later sections of this chapter will elaborate these "paper models" and the other missions of the Local Adult Education Planning Consortia.

TIMETABLE AND WORKPLAN

The workplan for the Adult Education Institute for Research and Planning (AEI) specifies a timetable and sequence of tasks for the Local Consortia (**See Exhibit 3**).

While the above tasks and outcomes may be modified as the strategic planning process evolves, they provide a general overview of the activities of the Local Planning Consortia and how consortia activities will be integrated with the overall strategic planning process.

Exhibit 3
OVERVIEW OF IMPLEMENTATION TASKS

Planned Date:	Task Description:
1/15/90	Develop Workplan and Goals for Local Planning Consortia
3/22/90	Organize Local Planning Consortia
3/22/90	Prepare Local Consortia Briefing and Work Materials
6/25/90	Convene Meetings of Local Planning Consortia
11/05/90	Develop Local Consortia "Paper Models" of Strategic Plan
11/23/90	Consolidate and Standardize Draft "Paper Models"
2/12/91	Review and Revise Standardized "Paper Model"
4/10/91	Trial Run and Adjustment of Standardized "Paper Models"
7/12/91	Consolidate Materials on "Paper Models"

ORGANIZATION OF THE CONSORTIA

This section will specify the organization and membership of local consortia, outline the criteria for selecting consortia sites, and summarize the staff and resources needed to implement the consortia system.

Structure and Membership of the Consortia

Each of the consortia would have no less than ten and no more than twelve representatives from provider and user stakeholder groups.

Each of the consortia would have no less than ten and no more than twelve representatives from provider and user stakeholder groups. These groups will include, but not necessarily be limited to, the following providers and users:

- Adult Schools
- Private Industry Councils and Service Delivery Areas (PICs)
- Employment Training Panel (ETP)

- Community Based Organizations (CBOs)
- Regional Occupational Centers/Programs (ROC/Ps)
- Community Colleges
- Department of Social Services
- Libraries
- Volunteer Groups
- Business and Employer Groups
- Adult Learners

Additional provider representatives may be added, but, with the exception of user groups (*e.g.* adult learners and business), no provider group is to have more than one representative to each local consortia.

These consortia would be organized and convened by a lead agency. This lead agency will arrange meetings of the consortia every two or three months. Under most circumstances, lead agency status will be the local agency taking the lead to organize and prepare the original proposal to become a consortia site.

Selection of Consortia Sites

Consortia sites will be selected as a result of a publicly announced application process. Sites will be selected from submitted proposals by the Adult Education Unit of the State Department of Education with support from the Adult Education Institute (AEI). This selection will be made in accord with a five point criteria (**See Exhibit 4**).

Exhibit 4
CRITERIA FOR SELECTION OF CONSORTIA SITES

(1) Geographical Distribution
(2) Demographic and Economic Diversity
(3) Urban-Suburban-Rural Diversity
(4) Record of Provider and User Cooperation
(5) Matching Resources

Each of these five criteria points will be given equal weight in the selection process.

PRODUCTS AND OUTCOMES

Each consortia will be expected to conduct activities to accomplish three specific outcomes. As noted above, there outcomes are:

- Preparation of Local "Paper Models"
- Advise Strategic Planning Process
- Review and Adjust Integrated "Paper Models"

Each of these consortia outcomes is elaborated in the following sub-sections.

Prepare Local "Paper Models"

The most important goal of each local consortium will be to prepare a "paper model" of how the "collaborative infrastructure" might function manually via paper records if we had no computers. This product will require eight successive tasks:

(1) Review and Define Functions of the "Collaborative Infrastructure"
(2) Select and Prioritize Types of Data
(3) Specification and Standardization of Data
(4) Design Data Collection Procedures and Forms
(5) Develop Data Transfer and Record Keeping Procedures
(6) Recommend Privacy and Data Access Policies
(7) Propose Approaches for Local and State-Local Collaboration
(8) Consolidate Materials into Draft "Paper Model" Report

The most important goal of each local consortium will be to prepare a "paper model" of how the "collaborative infrastructure" might function manually via paper records if we had no computers.

These eight developmental tasks must be conducted to provide *highly specific* recommendations on data needs and procedures to reflect the general agreement of consortia members.

The final task of the "paper model" project will be to consolidate materials developed in the prior seven tasks. In some cases, consortia may wish revise products from earlier steps to match those of later steps. Staff from the Adult Education Institute (AEI) will work with the Local Planning Consortia to develop a template for consolidating these materials, and summarizing the results and recommendations of the project. For the most part, it is expected that this template will parallel the above "modeling" tasks (See Exhibit 5).

Exhibit 5

PROVISIONAL OUTLINE OF "PAPER MODEL" REPORT

I. Background and Membership on Consortium

II. Summary of "Paper Model" Recommendations

III. Background and Developmental Papers

- A. Functions of "Collaborative Infrastructure"
- B. Selection and Prioritization of Needed types of Data
- C. Specification and Standardization of Data
- D. Data Collection Procedures and Forms
- E. Data Storage and Transfer Procedures
- F. Privacy and Data Access Policies
- G. Approaches for Local-State Collaboration

The lead agency will work with staff from the Adult Education Institute (AEI) to prepare a report on the "paper modeling" process and to ensure that the recommendations of the report are acceptable to members of the consortia.

Advise Strategic Planning Process

The second key activity of the Local Planning Consortia will be to review the entire 1988-89 Strategic Plan for Adult Education and make recommendations to the interim Adult Education Steering Committee concerning the implementation, adjustment and augmentation of this plan. These recommendations will be summarized by the lead agency of each consortium and conveyed to the Adult Education Institute (AEI) and Interim Steering Committee to guide preparation of the *1991 Edition of the Strategic Plan.* Adult Education Institute staff will also develop procedures and forms to provide direct dialogue between the consortia and other stakeholders and the Interim Steering Committee.

Review and Adjust Integrated "Paper Models"

The last major activity of the Local Planning Consortia will be review and recommend adjustments to an integrated "paper model" prepared by the Adult Education Institute for Research and Planning (AEI).

Once each of the five consortia develop their own "paper models," these models will be reviewed and consolidated by state level staffs to reconcile differences and develop a standard model that meets the diverse needs of local communities within California. This process will produce an "Integrated Paper Model" which will be circulated among all members of all the Local Planning Consortia.

The lead agency for each consortium will convene meetings to discuss the "integrated paper model" and make recommendations for needed adjustments. These recommendations will be conveyed to the Adult Education Institute (AEI) where they will be reviewed and incorporated into subsequent revisions of the "Integrated Paper Model" to be used in the development of initial prototypes of the "collaborative infrastructure." Ultimately, this "integrated paper model" will be reviewed by the Interim Adult Education Steering Committee submitted for approval by the heads of particpating state agengcies.

ADULT EDUCATION INSTITUTE FOR RESEARCH AND PLANNING

Research Staff and Consultants

Fred Best, Director	429 J Street, Suite 400, Sacramento, California 95814	(916) 448-9063
Bernadette Dawson	429 J Street, Suite 400, Sacramento, California 95814	(916) 448-9063
Peggy Lewis	429 J Street, Suite 400, Sacramento, California 95814	(916) 448-9063
Eric Margolis	429 J Street, Suite 400, Sacramento, California 95814	(916) 448-9063
Cuba Miller	429 J Street, Suite 400, Sacramento, California 95814	(916) 448-9063
Dennis Porter	2810 Webster Street, Berkeley, California 94705	(415) 644-0437
Van Woolley	429 J Street, Suite 400, Sacramento, California 95814	(916) 448-9063

Administrative Staff

Tammy Flores	429 J Street, Suite 400, Sacramento, California 95814	(916) 448-9063
Angie Knot	429 J Street, Suite 400, Sacramento, California 95814	(916) 448-9063
Nancy Lewis	429 J Street, Suite 400, Sacramento, California 95814	(916) 448-9063
Jim McDonald	429 J Street, Suite 400, Sacramento, California 95814	(916) 448-9063
Mary O'Mara	429 J Street, Suite 400, Sacramento, California 95814	(916) 448-9063

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PMRA

Pacific Management and Research Associates

429 J Street, Suite 400
Sacramento, California 95814
(916) 448-9038

This paper has been prepared to summarize background information and outline possible policy decisions. The contents of this paper do not necessarily reflect the policies of the State Department of Education, California Community Colleges, Interim Adult Education Steering Committee, or other institutions.

Chapter 1
Introduction and Preview

*This report provides background on **California's 1989 Strategic Plan for Adult Education**, and outlines how local consortia composed of provider and user stakeholders will systematically participate in the operational design of key strategic recommendations.*

This handbook has been prepared as a guide for systematic local planning activities to advise state planning and develop "Paper Models" of core recommendations presented in the 1989 Edition of *Adult Education for the 21st Century: Strategic Plan to Meet California's Long-Term Adult Education Needs* (pages 55-88). The planning process specified in this paper are an integral part of a multi-agency *Adult Education 2000 Project* being coordinated by the newly established Adult Education Institute for Research and Planning. Over the two year period between July 1989 and August 1991, between three and five local consortia will develop recommendations and operational materials dealing with the following core recommendations of the Strategic Plan:

- **Community Adult Education Information Services**
- **Adult Education Access Card (*EduCard*$_{TM}$)**
- **Integrated Adult Education Data System.**
- **Collaborative Planning**

This handbook has been prepared as a guide for systematic local planning activities to advise state planning and develop "Paper Models" of core recommendations presented in the 1989 Edition of Adult Education for the 21st Century.

This handbook outlines the Strategic Plan for Adult Education, the need for Local Adult Education Planning Consortia, and the nature and activities to be undertaken by local consortia. It should be used as an operating roadmap by local consortia and those working with consortia. It is also intended to provide information to persons interested in the goals and activities of the *Adult Education 2000 Project*. The paper has four chapters:

(1) **Introduction and Preview.** This chapter outlines the purpose and content of this handbook.

(2) **The Strategic Plan for Adult Education.** This chapter summarizes the history, goals, recommendations and implementation plans for the 1988-89 Strategic Plan for Adult Education. It provides a general overview of the long-term initiatives which require the involvement and advice of local consortia.

(3) **Building an Infrastructure for Collaboration.** This chapter focuses on four recommendations which will comprise the basic infrastructure of an adult education

system that will use state-of-the-art information technology to assist learners access the best education and training programs for their individual needs, and encourage cooperation among program providers to facilitate the movement of learners among programs. It elaborates each of these core recommendations, then outlines issues that must be resolved and functional components that must be designed by local consortia.

(4) **Workplan for the Local Consortia.** This chapter provides a functional workplan and timetable for the activities and outcomes of each local consortia. First, it provides a statement of the mission for the consortia and the timetable for completion of the mission. Second, it describes how consortia are to be selected and organized. Third, it specifies the products and outcomes expected from the consortia.

This paper summarizes sections from other reports produced by the *Adult Education 2000 Project*. These include:

Adult Education for the 21st Century: Strategic Plan to meet California's Long-Term Adult Education Needs, 1989 Edition, Adult Education Unit, State Department of Education, Sacramento, California, May 1989.

Adult Education Research and Planning Institute: Workplan for Implementation Research on the 1989 Strategic Plan for Adult Education (Working Draft), Pacific Management and Research Associates, Sacramento, California, February 15 1990.

Guidelines for Working Papers on Strategic Recommendations: Workplan for preparation of Policy Option Papers, Feasibility Studies and Implementation Plans, Adult Education Institute for Research and Planning, Sacramento, California, October 1989.

These reports will be cited throughout this paper. Readers are encouraged to read these documents for elaboration on topics summarized in this paper. Those who have already reviewed these documents may wish to focus their attention on the portions of this report that present new information (**See Pages 1-2, second half of Chapter 3, and Chapter 4**).

Chapter 2

The Strategic Plan for Adult Education

The 1989 Strategic Plan for Adult Education proposes initiatives to better inform learners of educational opportunities, empower learners with the ability to find and choose learning opportunities which best meet their needs, and free educational providers to develop innovative alternatives for providing education through varied approaches. Understanding the history and nature of this plan is an important prerequisite for persons involved with Local Adult Education Planning Consortia.

Adult Education for the 21st Century was released in June 1989 as a long-term initiative to improve delivery, increase quality and expand the scope of California adult education programs. This chapter is intended to assist persons involved in Local Adult Education Planning Consortia by providing background on the plan and its implementation.

This chapter summarizes key aspects of prior reports. These reports will be cited at the beginning of summary sections. Readers familiar with the original reports may wish to focus their attention to other sections.

History of the Plan

This *Strategic Plan* for Adult Education is the result of a long-term planning project initiated in October 1988 by the Adult Education Unit of the Youth, Adult and Alternative Educational Services (YAAES) Division of the Department of Education (SDE). It has been developed under the guidance of a twenty-six member Adult Education Advisory Committee appointed by State Superintendent of Public Instruction Bill Honig.[1]

The focal goal of this project was to develop a long-term vision of adult education for the 21st century. The project was specifically charged with providing a plan for the adult schools and other adult services funded through the State Department of Education. However, high priority was also given to developing a plan that addresses how adult schools might coordinate with other educational providers to serve the needs of the state and its population. Thus, we have focused attention on how to best provide learning opportunities to those who are not enrolled in high school or postsecondary programs leading to a college degree, yet who wish to improve their basic skills, employability or quality of life.

[1] The contents of this section have been summarized from *Adult Education for the 21st Century: Strategic plan to meet California's Long-Term Adult Education Needs*, 1989 Edition, Adult Education Unit, State Department of Education, Sacramento, California, May 15, 1989.

Since its official release of the plan in June 1989, David Mertes, State Chancellor of the California Community Colleges, has joined Bill Honig in endorsing this plan. As a result, the original twenty-six member Adult Education Advisory Committee has been reconstituted as the Interim Adult Education Steering Committee to incorporate more balanced representation from the community colleges for the purposes of overseeing implementation. Agencies now represented on this committee include the State Department of Education, California Community Colleges, State Library, Volunteer Literacy Groups, Community Based Organizations, and Business. As this committee is more formally constituted to become a permanent Adult Education Council, efforts will be made to include other provider agencies.

Overview of the Strategic Plan

The *Strategic Plan* proposes that education and training providers work cooperatively with each other, business and other stakeholders to make the education of adults a focal priority of our state. It envisions a system of adult learning that is an equal partner, along with kindergarten through high school and higher education, in providing quality education to California.

The plan envisions a system of adult learning that is an equal partner, along with kindergarten through high school and higher education, in providing quality education to California.

The plan, however, does not propose the creation of a monolithic administrative structure that would inhibit innovation and responsiveness at the local level. Rather, it proposes that educational providers maintain their own mission and identity while participating in the development of an institutional infrastructure of consistent policy guidelines, performance measures, financial incentives and decision making mechanisms that use market mechanisms to allow learners and community stakeholders to build upon existing program successes. The long-term impact would be to improve the content and delivery of educational services to adults who wish to pursue learning through institutions other than four year colleges and universities.

This section will outline the adult education system that has been proposed for the late 1990's. The chapter will have the following two subsections:

- What We Propose
- How It Will Work

It focuses on where adult education in California should be by the 21st century. It outlines the components of a future adult education system and explains how these proposals will work. A strategy for implementing this system over the coming years will be presented in the subsequent section of this chapter.

WHAT WE PROPOSE

The Strategic Plan proposes fourteen recommendations that together provide an interlinked system for the delivery of education and training to adults **(See Exhibit 1)**.

Exhibit 1

OUTLINE OF RECOMMENDATIONS

IMPROVE ACCESS TO USERS:

(1) **Funding to Meet Today's Needs**
(2) **Funding for Innovation and Performance**
(3) **Community Adult Education Information Services**
(4) **(Adult Education Access Card)** ***EduCard***$_{TM}$
(5) **Linkage of Support Services to Increase Access**

IMPROVE ACCOUNTABILITY:

(6) **Procedures for Adjusting Instructional Priorities**
(7) **Quality Standards and Performance Measures**
(8) **Integrated Adult Education Data System**

IMPROVE QUALITY AND RESPONSIVENESS:

(9) **Program and Staff Development Support**
(10) **Teacher Certification Appropriate to Adult Education**
(11) **Facilities for the Future**
(12) **Special Grants to Test Program Innovations**

IMPROVE PLANNING AND COORDINATION:

(13) **Collaborative Planning**
(14) **Adult Education Institute for Research and Planning**

When integrated, the recommendations put forward by this plan will increase the access of adult education and training to users, whether they be individuals or employers. They will also foster long-term excellence and responsiveness by empowering users as consumers in a marketplace of educational opportunities.

These recommendations have been developed with the intent of achieving multiple payoffs concerning the four goals of improving (1) access to users, (2) accountability for program performance, (3) program quality and responsiveness, and (4) planning and coordination.

HOW IT WILL WORK

When integrated, the fourteen proposals put forward by the Strategic Plan will increase the access of adult education and training to users, whether they be individuals or employers. They will provide enhanced and updated resources to meet the educational demands of our state. They will also foster long-term excellence and responsiveness by empowering users as consumers in a marketplace of educational opportunities. Finally, they will build coordination and productive specialization by streamlining the collection and use of educational data to serve both individuals and programs.

The most important issue is how the proposed system will serve users in the year 1995. A general overview of how adult learners will benefit follows:

Tomorrow's adult education process begins with a potential learner or group of learners (*e.g.* a business or public agency may also refer persons to pursue literacy, job skill or other types of learning).

- Individual learners go to a ***Community Adult Education Information Service Center.***
- Upon arrival at the center, learners present their ***EduCard***$_{TM}$. If they do not have a card, the intake is initiated.
- This card is used to access individual educational records and program eligibility status from an ***Integrated Data System.***
- Existing educational records would provide information on the learner's skill attainment and educational needs in terms of standard ***Performance Measures*** used by all participating instructional providers as well as other assessment tools.

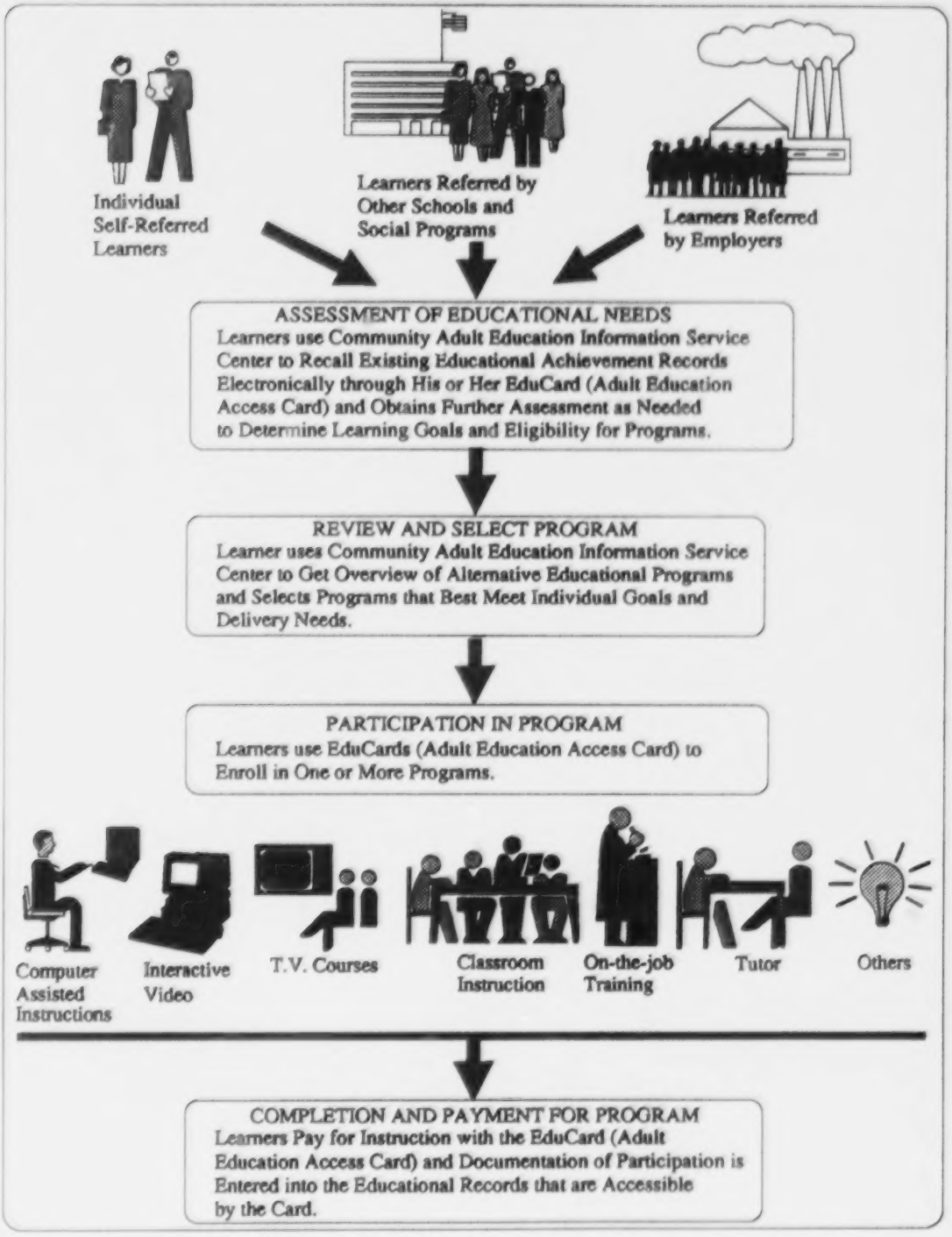
If initial or further assessment is needed, the learner can request further tests and counseling with resources available through the ***EduCard***$_{TM}$. New assessment records and assessment costs are inter-actively entered into an ***Integrated Data System*** (See Exhibit 2).

Once assessments determine the needs of the learner, a combination of counseling and interactive information technology is used to provide an impartial overview of programs that meet the learner's needs. This will include information such as the educational objectives of the programs, cost to the individual participant (if any), duration and scheduling, location, special features, assessments of performance, satisfaction of prior participants, and certification status in accord with state and regional program ***Quality Standards***. Once educational options are presented and discussed, the individual selects the program that best meets his or her learning goals. A quick check is made to insure that the program has an opening and the learner is referred to the program (See Exhibit 2).

The learner "checks in" with the program of choice (*e.g.* appears at locations, downloads through a modem linked to a home computer, rents a portable interactive instructional module, or meets a tutor). Upon checking in, the learner submits his or her ***EduCard***$_{TM}$, which is used like a credit card to begin a billing process for services in accord with a system of funding policies and procedures designed to encourage program improvement, responsiveness, innovation and alternatives. This system of ***Funding for Innovation and Performance*** allows varied instructional providers to charge pre-approved rates for alternative educational services provided under varied conditions and time frames. Depending on the type of educational service provided, the learner may or may not undertake a skill achievement test with standard ***Performance Measures*** at the end of the learning process.

Exhibit 2

HOW ADULT LEARNERS RECEIVE SERVICES


Individual Self-Referred Learners
Learners Referred by Other Schools and Social Programs
Learners Referred by Employers
ASSESSMENT OF EDUCATIONAL NEEDS
Learners use Community Adult Education Information Service Center to Recall Existing Educational Achievement Records Electronically through His or Her EduCard (Adult Education Access Card) and Obtains Further Assessment as Needed to Determine Learning Goals and Eligibility for Programs.
REVIEW AND SELECT PROGRAM
Learner uses Community Adult Education Information Service Center to Get Overview of Alternative Educational Programs and Selects Programs that Best Meet Individual Goals and Delivery Needs.
PARTICIPATION IN PROGRAM
Learners use EduCards (Adult Education Access Card) to Enroll in One or More Programs.
Computer Assisted Instructions
Interactive Video
T.V. Courses
Classroom Instruction
On-the-job Training
Tutor
Others
COMPLETION AND PAYMENT FOR PROGRAM
Learners Pay for Instruction with the EduCard (Adult Education Access Card) and Documentation of Participation is Entered into the Educational Records that are Accessible by the Card.

Upon completion of the program by learners, the prescribed cost for participation and test scores are entered into the ***Integrated Data System*** as a pre-requisite for final payment to the program and certification of skills for the individual. The system for ***Funding for Innovation and Performance*** would provide bonus payments for agreed upon excellence in skill achievement by participants. If no skill assessment test is taken by the learner, a pro-rated billing is charged to funding sources through the participant's ***EduCard***$_{TM}$ (See **Exhibit 1**).

The above services are provided within the context of policies and program support services developed through ***Collaborative Planning*** carried out through key education providers, business and other stakeholders. Planning bodies composed of stakeholders recommend policies and procedures for adult education with the support of the ***Adult Education Research and Planning Institute***. Prospective areas of responsibility for the council would be the above-mentioned ***Community Adult Education Information Services***, ***EduCard***$_{TM}$, ***Quality Standards and Performance Measures***, ***Integrated Adult Education Data System***, and ***Funding for Innovation and Performance***. Other areas for collaborative planning will include ***Performance, Program and Staff Development Support***; ***Cross-Agency Linkage of Support Services***; ***Grants to Test Program Innovations***; and ***Teacher Certification Appropriate to Adult Education***.

The above process and supporting components does not call for adjustments in the nature of existing educational programs. Rather, it proposes the cooperative implementation of broad policies through a partnership of stakeholders that will ultimately produce a more flexible, self-correcting and improvement-oriented network of providers responding to the needs of learners and commonly agreed upon standards of performance.

Adult Education Institute for Research and Planning

One of the fourteen recommendations put forth by the Strategic Plan was to establish an "Adult Education Institute for Research and Planning" that would conduct policy research on adult education, and have major responsibility for the research and development (R&D) and planning tasks to implement the remaining thirteen recommendations.

This section describes how the Adult Education Institute for Research and Planning (AEI) will be developed during its first two years. It outlines research to assure proactive policy development for California adult education, specifies planning and feasibility studies to implement the recommendations of the Strategic Plan, and proposes approaches for participative review and adjustment of strategic recommendations.[2]

[2] The contents of this section have been summarized from *Adult Education Research and Planning Institute: Workplan for Implementation Research on the 1989 Strategic Plan for Adult Education* (Working Draft), Pacific Management and Research Associates, Sacramento, California, July 18, 1989.

The Adult Education Institute for Research and Planning (AEI) will work with collaborating state agencies to direct and coordinate most of the processes needed to implement the Strategic Plan.

The Adult Education Institute for Research and Planning (AEI) will work with collaborating state agencies to direct and coordinate most of the processes needed to implement the *Strategic Plan*. The Institute will conduct feasibility and planning studies to establish goals for each strategic recommendation, isolate existing resources and models, review and assess alternative approaches for developing each recommendation, and develop operational specifications and implementation plans for each recommendation. It is expected that these studies will be conducted under the direction of pertinent subcommittees of a multi-sector and geographically representative Interim Adult Education Steering Committee (ultimately to become the Adult Education Council proposed in Recommendation 13). This committee will include local providers and other stakeholders.

The above noted feasibility and planning studies will be reviewed by local multi-agency consortia to ensure that specifications for development meet local needs and are applicable to diverse settings.

Another outcome of AEI will be to develop occasional policy and planning papers that will assist state agency staff with analysis of legislative proposals, administrative regulations and the like. The Institute will also conduct data analysis and conduct special studies and research to update various elements of the *Strategic Plan* itself.

GENERAL APPROACH

The Institute shall blend quality technical analysis and participatory processes to develop agreement about medium and long-term needs and goals, then use these agreements to guide the development of short and long-term policies that have widespread support from clients, educators and the public.

The Institute will initially focus on planning and overseeing the implementation of the *Strategic Plan*. These activities will be conducted within the context of long-term objectives for the Institute.

Objectives of the Institute

The Adult Education Institute will be established to meet five long-term objectives. These objectives are: (1) conduct long-term planning and goal setting, (2) assess, integrate and implement long-term objectives, (3) develop plan for Adult Education Institute for Research and Planning Institute, (4) coordinate advisory and outreach activities, (5) develop and maintain an adult education data system, (6) and conduct special research (**See Exhibit 3**).

Turning Goals into Action

The goals and activities specified in the Institute's initial workplan have been designed to ensure that proposed activities and products have broad-based support.

Exhibit 3
LONG-TERM OBJECTIVES FOR AEI

(1) **Long-term Planning and Goal Setting:**

- **Regularly Review and Revise Strategic Plan**
- **Monitor and Assess Long-Term Needs and Policies**

(2) **Assess, Integrate and Implement Long-term Objectives:**

- **Policy Option Papers on Proposals**
- **Feasibility Studies on Policy Proposals**
- **Implementation Workplans for Proposals**
- **Implement and Oversee Implementation of Policy Initiatives**

(3) **Develop Plan for Adult Education Institute For Research And Planning (AEI)**

(4) **Coordinate Advisory and Outreach Activities:**

- **Provide Logistical Support for Advisory and Coordinating Committees**
- **Disseminate Information**
- **Conduct Workshops and Presentations**

(5) **Develop and Maintain an Adult Education Data System:**

- **Program and Participant Data**
- **Databases Pertinent to Adult Education**

(6) **Conduct Special Research**

Participatory processes will include regular consultation with a Steering Committee, consultation with experts, circulation of background papers and plans, public hearings, focus groups, and fact-finding meetings.

All activities of the Institute will be conducted under the guidance of advisory groups and be open to all concerned parties. Participatory processes will include regular consultation with a Interim Adult Education Steering Committee, consultation with experts, circulation of background papers and plans, public hearings, focus groups, and fact-finding meetings. Project papers and plans will be developed through a recurrent process of analysis, review and revision in accord with advisory comments. These procedures are intended to encourage participation not only from schools, but the full range of related institutions and client groups. This outreach is expected to ensure that resulting recommendations and initiatives have widespread credibility and support.

INSTITUTE WORKPLAN

During its first two years the Adult Education Institute for Research and Planning (AEI) will be established, and research and planning will be conducted in accord with the 1989 Edition of the *Strategic Plan for Adult Education*. The objectives of this Institute will be accomplished by carefully orchestrating a series of tasks. The Institute workplan for the first two years will be outlined from the following perspectives:

- Initial Stages and Timetable
- Overview of Institute Activities

The tasks specified in this workplan have been organized to produce quality analysis within the context of advisory input from impacted groups

Initial Stages and Timetable

The first stage of the Institute will be completed during the 24 month period between July 1989 and August 1991. An overview of the project stages and schedule is provided in **Exhibit 4**:

Exhibit 4
OVERVIEW OF TIMETABLE

Project Phase:		End Date:
(1)	**Review and Specify Strategic Recommendations**	**01/16/90**
(2)	**Assess Feasibility of Strategic Recommendations**	**06/13/90**
(3)	**Operational Specification of Strategic Recommendations**	**01/09/91**
(4)	**Develop Implementation Workplans and Exploratory Prototypes**	**07/13/91**

Overview of Institute Activities

During the first two years of operation, the Institute will conduct inter-related activities in four major areas:

(1) Strategic and Collaborative Planning
(2) Policy Research and Feasibility Studies
(3) Development Work on Strategic Plan
(4) Public Information Activities

These areas of activity comply with the core objectives of the Institute (**See Exhibit 3**), but represent the immediate priorities of establishing an Institute, developing a stable process of collaborative planning, and conducting research and planning necessary to implement the recommendations of the Strategic Plan.

(1) Strategic and Collaborative Planning

The Institute will provide policy research, facilitative services, and logistical support for efforts to develop cross-agency procedures for collaborative planning among stake-holders. During the first few years, these collaborative planning activities will focus on the development of a neutral forum for discussion and problem solving and an ongoing participatory review and revision of the Strategic Plan.

(2) Policy Research and Feasibility Studies

The Institute will provide a full range of research and policy analysis services to the adult education community. During the first few years, the bulk of these services will focus on assessing and planning the implementation of the recommendations put forth by the 1989 Edition of the *Strategic Plan*. However, efforts will also be made, where appropriate, to provide professional research and policy analysis services in response to new and emerging issues, and to develop a research data base that can be used to address issues of concern to adult education and its stakeholders.

(3) Development Work on Strategic Plan

The Institute will provide policy planning and implementation services, most notably for the planning and development of the fourteen recommendations of the 1989 Edition of the Strategic Plan. These activities will focus on integrating policy research and feasibility studies to the activities of the Local Planning Consortia convened to develop and pre-test "paper models" of key strategic recommendations.

(4) Public Information Activities

The Institute will also provide ongoing services to inform adult educators and other stakeholders of the strategic planning process and other issues. These activities will be designed to both disseminate information and encourage broad-based involvement in research and planning activities.

OVERVIEW OF WORKING PAPERS

As noted above, a key part of the Institute's activities to implement the ***Strategic Plan*** *will entail working with advisory groups to prepare a series of working papers which specify how each of the fourteen strategic recommendations will be implemented.*

As noted above, a key part of the Institute's activities to implement the Strategic Plan will entail working with advisory groups to prepare a series of working papers which specify how each of the fourteen strategic recommendations will be implemented. This section summarizes the nature of these papers and procedures for advisory review of the papers.[3]

Over the two-year period between July 1989 and August 1991, the Adult Education Institute (AEI) will prepare working papers on nine of the fourteen strategic recommendations. A more detailed series of three papers will be prepared for strategic recommendations 3, 4, 7, 8 and 9. This series of detailed papers will include:

- **Policy Option Papers.** Specification of goals and priorities, review of literature and background information, isolation and assessment of key policy options, and recommendation of and elaboration of one or more policy options for detailed examination.
- **Feasibility Studies.** Assessment of one or more policy option in terms of costs of development, costs and benefits of ongoing operation, and barriers to development and use.

[3] The contents of this section have been summarized from *Guidelines for Working Papers on Strategic Recommendations: Workplan for preparation of Policy Option Papers, Feasibility Studies and Implementation Plans*, Adult Education Institute for Research and Planning, Sacramento, California, October 9, 1989.

- **Implementation Plans.** Operational specification of policy option to be developed, task specific workplan and schedule for development, budget for development and operation, and institutional arrangements required for development and application.

The preparation of the above Working Papers entails far more than conducting research and writing papers. Authors and contributors will also establish and maintain communication with key stakeholders, and facilitate the development of consensus and support for each recommendation as it becomes progressively elaborated by research and discussion.

All Working Papers will be developed, reviewed and revised by designated advisory groups. The ultimate tribunal for review and formal recommendations to agency heads will be the Interim Adult Education Steering Committee. However the focus of this advisory process will center around four subcommittees of this Steering Committee. These subcommittees will have six to twelve members each. They will have primary, but not necessarily total, responsibility for specified strategic recommendations.

The initiatives proposed in this plan have been developed to meet the critical educational needs of our times--a large measure of which entails the provision of effective and accessible education for literacy and basic skills.

While the specific activities undertaken to prepare and review Working Papers will vary in accord with the technical and consensus building conditions associated with each paper, nine key steps can be generally outlined as a guide. These include (1) preparation of draft papers by author, (2) formatting and review by PMRA staff, (3) agency review, (4) final review and revisions by author, (5) final formatting, duplication and distribution, (6) staff outreach and review by subcommittees, (7) revisions by author, (8) circulation of progress reports to Interim Steering Committee, and (9) discussion as needed by Interim Steering Committee (See Exhibit 5).

Exhibit 5

PROCEDURES FOR REVIEW AND REVISION

(1) **Preparation of Draft Papers by Author**

(2) **Formatting and Review by PMRA Staff**

(3) **Agency Review**

(4) **Final Review and Revision by Author**

(5) **Final Formatting, Duplication and Distribution to Appropriate Subcommittees, YAAES Staff and Other Selected Recipients**

(6) **Staff Outreach and Review by Subcommittees**

(7) **Revisions as Needed by Author**

(8) **Preparation and Circulation of Progress Report Memos for Interim Steering Committee**

(9) **Discussion as Needed by Interim Steering Committee**

These procedural steps have been planned to ensure that technical work and stakeholder deliberations progress hand-in-hand with each other. The recommendations of the Local Advisory Consortia will be reviewed by the Interim Steering committee and its subcommittees, incorporated into

recommendations on the implementation of the Strategic Plan, and ultimately submitted to agency heads for approval.

THE FUTURE IS MADE TODAY

The Strategic Plan is intended to provide a crisp and exciting image of what education can be and invigorate widespread commitment to learning among adults.

The initiatives proposed in the plan have been developed with an eye to the technological resources that will be available and affordable in coming years. Despite the far reaching nature of the Plan, every recommendation set forth is technically possible today.

These recommendations are designed to meet the critical educational needs of our times--a large measure of which entails the provision of effective and accessible education for literacy and basic skills. At the same time, the proposals put forth in this plan are not limited to the goal of providing our citizens, workers and parents with basic skills. The ultimate goal is to create a system of adult learning that more effectively responds to learning needs and delivers educational opportunity to all adults. It is a system designed not only to meet the needs for basic skills, but also to provide learning that enhances the quality of our lives.

Chapter 3

Building an Infrastructure for Collaboration

Local Adult Education Planning Consortia will be created to participate in the design of the strategic recommendations that will comprise a "collaborative infrastructure" for local providers and users. This chapter elaborates recommendations that will comprise this infrastructure and outlines how they must be integrated to achieve strategic goals.

A large part of the Strategic Plan for Adult Education is based on using information technologies to assist learners access programs, streamline operations, and create information necessary for effective cooperation among providers. To function successfully, this "collaborative infrastructure" must be developed with the involvement of all provider and user stakeholders and reflect the needs of diverse local communities. This requires that the strategic recommendations which constitute the "collaborative infrastructure" be developed with thorough and systematic involvement of local consortia reflecting the diversity of California.

Careful review of this chapter is a critical prerequisite for participation in local planning consortia.

This chapter elaborates the core strategic recommendations that comprise the "collaborative infrastructure" of information services, and focuses issues and details that must be addressed by local planning consortia. The key parts of this chapter include:

- **Elaboration of Core Recommendations**
- **Preliminary Outline of System Operations**

Careful review of this chapter is a critical prerequisite for participation in Local Planning Consortia.[4] It is also important for persons concerned about the priorities of involvement for local educators and stakeholders in the strategic planning process.

Elaboration of Core Recommendations

This section elaborates four strategic recommendations that compose the basic infrastructure for collaborative integration of services from a

[4] The contents of this section have been summarized from *Adult Education for the 21st Century: Strategic plan to meet California's Long-Term Adult Education Needs*, 1989 Edition, Adult Education Unit, State Department of Education, Sacramento, California, May 15, 1989, pages 55-88.

variety of programs and agencies. As noted earlier, these core recommendations are:

- **Community Adult Education Information Services**
- **Adult Education Access Card (*EduCard*$_{TM}$)**
- **Integrated Adult Education Data System**
- **Collaborative Planning**

The exact text of these recommendations, as it appears in *Adult Education for the 21st Century*, is provided below:

COMMUNITY ADULT EDUCATION INFORMATION SERVICES

We propose that Community Adult Education Information Services be established as cross-agency facilities to provide individuals with assessments of educational needs and impartial information about all available learning opportunities.

There is an urgent need to provide adult learners with comprehensive, impartial and easily accessible information about available educational opportunities and help learners choose programs that best meet their needs. Most communities have hundreds of excellent educational programs. But users of adult education, whether they be individuals or businesses, are commonly lost when they seek an overview of available programs and information about the quality of programs and how they serve specific needs. Further, many adult learners are frustrated because they do not receive adequate assessments of their learning needs to help them choose among alternative programs. As a result, the value and ultimate performance of existing programs is being undercut by the inability of users to find the program that best suits their goals.

We propose that ***Community Adult Education Information Services*** be established to provide individuals with assessments of their educational needs and impartial information about all available learning opportunities. This service would provide a clearinghouse that uses state-of-the-art information technology to access existing individual educational records and information about programs. These services would be located in a number of locations (*e.g.*, libraries and counseling centers) as part of a cross-agency computer network. The primary functions of these services would be to:

- Provide individuals with impartial information and guidance concerning the nature and quality of alternative educational programs.
- Publicize available educational opportunities and improve understanding and access to these programs.
- Consolidate counseling and certification services into central locations for ease of access and cost-effectiveness (some counseling staff may remain at provider sites to provide ongoing services).
- Provide standard assessments of educational needs and certification of demonstrated skills and knowledge (providers may still retain their own assessment and certification procedures).
- Provide "user friendly" resources to access information about programs (*e.g.* application of interactive computer

systems with graphics, multi-lingual options and voice control to ease use).

- Develop and maintain cross-agency data concerning the participation trends, learning achievement of individual participants, and available openings in educational programs.

Each service location would be counselor-supported, and provide all adults with the information needed to make intelligent choices about their educational activities. Efforts would be made to attract adults from all walks of life while providing special resources to ensure that educationally "disenfranchised" adults are given the support required to make important educational decisions.

Recommendation 3
ADULT EDUCATION INFORMATION SERVICES

Establish local centers linked to a "user friendly" computer network to provide individuals with:

- Impartial and comprehensive information about the availability and quality of educational programs.
- Assessments of individual educational needs.
- Assistance in choosing and enrolling in the program that best meets individual needs.
- Linkage to a statewide computer network to facilitate transfer of individual records to new locations.

These services should be available through existing facilities such as libraries and school counseling centers.

Additional benefits would also come from these services. First, use of such services should increase the quality of educational decisions, and thereby reduce provider expenses resulting from course changes and drop-outs. Second, such facilities would fill an important gap by helping the small businesses that create most new jobs, but are commonly unable to afford education and training programs, to achieve easy access to educational services suitable to each individual employee. Finally, the computer network used to provide these services could serve as an information hub to enhance the recruitment of targeted learner groups. For example, neighborhood outreach workers equipped with modem-linked laptop computers or TV-linked interactive terminals might canvas neighborhoods to provide assessment and counseling services.

Components of the ***Community Adult Education Information Services*** already exist. However, the full range of services envisioned in this proposal have not yet been combined. In Florida, for example, legislation has created experimental "literacy centers" at four community colleges and adult schools. They provide intensive outreach and recruitment, multi-media publicity campaigns, and free instructional materials to both tutors and students. All these centers are prohibited from providing direct instruction. Along a similar line, a number of community Educational Brokering Centers were established in New York, Florida and other states during the 1970's to provide information and guidance about a broad range of adult and continuing education opportunities.

Adult Education Access Card (*EduCard*$_{TM}$)

The same technology that enables airlines to schedule flights should be applied to the development of an Adult Education Access Card (EduCard$_{TM}$).

The best educational programs are useless if potential participants are unaware of them. A bold step is needed to dramatize the availability of education to adults and reduce barriers to participation. A new approach must be taken to grab the attention of adults and galvanize interest in educational programs. Further, we must find ways to reduce barriers to participation such as time consuming eligibility determinations, inefficient transfers of educational records, and duplication of effort in assessing individual educational needs.

The same technology that enables airlines to schedule flights, and credit cards to charge clients for purchases from unlimited vendors, should be applied to the development of an *Adult Education Access Card* (*EduCard*$_{TM}$). This card would be progressively issued to all adults. It would use state-of-the-art information technology to efficiently establish the eligibility of adult learners for educational programs provided through different agencies and funding sources. It would also facilitate the storage and access of individual educational records, serve as a "walking diploma" capable of documenting qualifications for employment and further education, provide a common denominator for collecting cross-agency data on program participation and performance, and dramatize the availability of education and training to all adults.

Protection of personal privacy will be a major objective of the *EduCard*$_{TM}$ system through devices such as:

- Unique individual identification number to allow each card holder to control access to personal information.
- Optional access codes known only to the individual, or use of voice or thumb print recognition technology to guarantee personal control over access.

These safeguards would prevent the electronic information files linked to each individual from being accessed without the card holder's permission.

To date, the most advanced application of this concept is the ***Michigan Opportunity Card***. Trial use of this card began in 1988. It provides adults with an entitlement to a variety of educational and counselin
g services. Driving goals behind this card were to dramatize the availability of education and training services to adults, and to empower individuals as educational consumers capable of exerting market forces on the development and delivery of education and training.[5]

[5] *The Michigan Human Investment Fund and the Michigan Opportunity Card*, Office of the Governor, State of Michigan, January 1988.

Recommendation 4
ADULT EDUCATION ACCESS CARD (*EDUCARD*$_{TM}$)

Adults should be issued a credit card-like device which uses local and statewide computers in order to:

- Empower individuals as educational consumers to access all available educational opportunities.
- Facilitate access and store individual educational records (e.g. assessment test scores, certifications, etc.).

  Reduce duplication of training and assessment.
- Ease process of determining individual eligibility for programs.
- Use a common format to report individual educational records from multiple programs.
- Provide an efficient means of matching private donations with public education funds.

The *EduCard*$_{TM}$ would also dramatize the availability of educational services and facilitate storage and access of individual educational records.

The EduCard$_{TM}$ *has promising potential to provide a central mechanism around which education, business, communities and individuals might pool their resources for the greater common good.*

The ***EduCard***$_{TM}$ concept also has promising potential beyond the primary purposes described above. Most notably it provides a central mechanism around which education, business, communities and individuals might pool their resources for the greater common good. Through such a card, the multitude of existing education and training sectors could begin a process of coordinating program elements, rationalizing funding equity, and streamlining funding procedures. The card concept also opens exciting possibilities for creative resource matching arrangements. For example, a business consortia could provide half the funds for the first 300 qualified individuals to enroll in an area of training that is a local priority. Similarly, special policies might be developed to provide educational loans to individuals who contribute a share of special training costs. Finally, the card could also provide a mechanism to reduce the paperwork of teachers and assist educational providers to more efficiently receive funding.

Integrated Adult Education Data System

Quality Standards and Performance Measures are largely useless unless they can be consistently stored and accessed for review and analysis. The capacity to demonstrate the performance of varied adult education programs to businesses, students, and taxpayers requires an integrated data system capable of dealing with cross-agency data.

This ***Adult Education Data System*** should provide a means of entering, retrieving and analyzing data that is accessible to both individuals, local providers of education and state agencies. Data to be stored might include student records, student and program performance data, program participation and descriptive data, and fiscal data. Specific objectives of this system should be to:

Quality Standards and Performance Measures are largely useless unless they can be consistently stored and accessed for review and analysis.

- Provide a system to simplify and reduce teacher and local administrative workloads for production and delivery of compliance data.
- Allow consistent coding or translation of data across provider sectors for comparison and comprehensive planning.
- Ensure that data is valuable and usable by local educational providers by providing user friendly entry and recall mechanisms that make data readily accessible to local as well as state users.
- Provide learners and educators with access to computed assisted instruction and counseling resources.
- Facilitate computer network arrangements to transfer of individual records dealing with need assessments, program participation and eligibility, achievement and certification.
- Protect the personal privacy of individuals whose records are transferred by the system.
- Provide a mechanism for producing routine longitudinal studies of student participation among programs over time and samples for post-training follow-up surveys.

This data system would be integrated with other recommendations put forth by this plan.

Recommendation 8
INTEGRATED ADULT EDUCATION DATA SYSTEM

Develop a data system to facilitate cross-agency planning, counseling and accountability:

- Help program staff with access to program information that is comparable across agencies.
- Modernize routine student intake and processing to ease the tasks of record keeping.
- Generate comprehensive data on program participation, student characteristics, and educational achievement.
- Meet compliance needs by consolidating samples of student data stripped of identifying information.

High priority should be placed on ensuring that this data system meet both local and state needs.

Data systems such as the one proposed in this plan have been developed for a number of purposes. The State of Michigan is now in the process of constructing such a system.[6] Data crosswalks developed by the National Occupational Information Coordinating Committee (NOICC) and its state affiliates allow processing and analysis of cross-agency data.

[6] *Countdown 2000: Michigan's Action Plan for a Competitive Workforce*, Governor's Cabinet Council on Human Investment, Adult Literacy Task Force, State of Michigan, March 1988, page 32.

Finally, school districts and educational testing organizations have models for the processing and use of enrollment and student test data.

The increased flexibility needed to serve the educational needs of tomorrow's adults must also be matched with increased accountability for performance. But the goal of improved performance is the responsibility of both the state and local providers. Partnership efforts are necessary to improve program quality and responsiveness.

Collaborative Planning

Many of the initiatives proposed in this plan raise important coordination and governance issues. This plan proposes that adult education be elevated to equal status with K-12 schools and higher education. This at once proposes more autonomy for adult education from the K-12 system and the need for greater cooperation among all agencies providing education and training to adults.

The issue of governance for adult education is neither new nor easily resolved. Some debates over governance have focused on determining which agency will become dominant. The results have been a stalemate of disagreements. Other efforts have focused on joint ventures in restricted areas. Many of these have been successful and many have not. Further, all of these cooperative ventures have suffered from committees with little power to make decisions and fragile guarantees of continuity.

We do not propose to address how different agencies are run and what they do. Rather, we propose to focus on cooperative development and maintenance of an infrastructure that makes all adult education more accessible to learners.

This plan proposes a new approach. We do *not* propose to address how different agencies are run and what they do. Rather, we propose to focus on cooperative development and maintenance of an infrastructure that makes all adult education more accessible to learners. Put differently, the plan recommends that a combination of information technology and market-driven delivery arrangements be put into place to improve coordination on a day-to-day basis without setting up a system of administrative governance. Under this proposal, cross-agency governance issues would focus on the development and maintenance of common information systems and procedures for facilitating the use of multi-agency resources by adults. This approach would preserve the administrative and funding autonomy of participating agencies, focus coordination issues on easing use and access to learners, and create a forum for adult education to focus its identity as an equal educational partner with the K-12 and higher education systems.

We propose that the State Superintendent of Public Instruction and the Chancellor of the California Community Colleges initiate a collaborative planning process by convening a State Adult Education Council. This council would include educational agencies agreeing to participate in the development of a common infrastructure to facilitate adult participation in all programs and to create a forum to discuss issues confronting adult education. Specifically, the Counsel should oversee the implementation and periodic updating of this *Strategic Plan*. The proposed Adult Education Research and Policy Institute should work under the direction of this council.

Every should be made to ensure that this counsel functions as a neutral forum, encourage involvement and representation from all stakeholders, facilitate communication between state and local participants, and foster constructive problem solving. It should be a neutral body. Ultimately, it should be composed of a balanced representation of stakeholders including provider groups, business, community organizations, pertinent government agencies and learner groups. The council would be developed to enhance

open communication and cooperation among diverse educational providers and users.

Recommendation 13
COLLABORATIVE PLANNING

The State Superintendent of Public Instruction and Chancellor of the California Community Colleges should convene a **State Adult Education Council** to:

- Provide a neutral meeting ground for key stakeholders (*e.g.* key educational providers, learner groups, business, pertinent government agencies, and public service organizations).
- Oversee and make recommendations concerning the implementation and adjustment of the Strategic Plan.
- Establish goals and priorities for the proposed Adult Education Research and Planning Institute.
- Provide a visible forum for adult education issues.
- Develop recommendations concerning the education and training of adults.

Approaches would be developed to coordinate the activities of the proposed council with local stakeholders.

The concept of governance by stakeholders is well established. Although not balanced in their representation of stakeholders, the Private Industry Council's (PICs) established by the federal *Job Training Partnership Act* represents a coordinated effort focusing on job-specific training for adults. Similarly a series of Business-Labor Councils established in California with the support of state funds provided policy forums on educational cross-agency educational policy for many communities. In West Germany and many other European countries, tripartite councils composed of business, labor and government oversee and set policy for all employment programs at both the national and provincial level.

Preliminary Outline of System

Together, the four recommendations above comprise a "collaborative infrastructure" of communication lines, information and procedures which will improve the access, accountability and quality of adult education. While these recommendations have been presented as separate entities, they are in reality components of one integrated system (**See Exhibit 3**). This is particularly true for the Community Adult Education Information Services, *EduCard*$_{TM}$ and Integrated Adult Education Data System, which provide the basic foundation for creating and sharing the information that will be the glue for the entire strategic model.

This section provides a preliminary overview of how these components are intended to operate as a system and issues that must be addressed as

state and local stakeholders design the specifics of each recommendation. The two topics to be addressed include:

- Goals for the Collaborative Infrastructure
- Overview of System Operations

This section will provide background information and a conceptual framework for the activities of the Local Adult Education Planning Consortia.

GOALS FOR THE COLLABORATIVE INFRASTRUCTURE

The goals for the "collaborative infrastructure" are the same as those of the entire Strategic Plan. As noted above (**See Exhibit 1**), these goals are:

- **Improve Access to Users**
- **Improve Accountability**
- **Improve Program Quality and Responsiveness**
- **Improve Planning and Coordination**

However, these strategic goals take on a more specific and operational dimension when attention is focused on the recommendations that comprise the "collaborative infrastructure." Exhibit Six summarizes specific operational aspects of the four recommendations composing the "collaborative infrastructure" and specifies linkages with other strategic recommendations.

Improve Access to Users

The "collaborative infrastructure" will be integrated with other strategic recommendations to improve access to users by simplifying and streamlining the participation of learners, comprehensively informing learners of available education and training programs, and facilitating program choices that best meet the individual needs of learners. This will be accomplished by a number of services providing information about educational choices and making enrollment in programs more accessible to learners (**See Exhibit 6**). In passing, it should be noted that strategic recommendations concerning funding, which are not included in the "collaborative infrastructure," are also critical to the access issue.

Improve Accountability

These four recommendations, along with other strategic recommendations, are also expected to improve accountability by specifying program goals and standards, and measuring the impacts of programs on learners. This will be accomplished by development of measures of participation and student achievement that meet program goals, then using the "collaborative infrastructure" to streamline the routine collection and maintenance of such data (**See Exhibit 6**).

Exhibit 6
OBJECTIVES AND OPERATIONS OF STRATEGIC INFRASTRUCTURE

Objectives:	Operational Strategies:
Improve Access to Users:	
· Simplify and streamline participation of learners.	One-stop centers providing comprehensive assessment and placement services.
	Public information to make information services highly visible.
	Easily accessible local information and assessment services.
	Information technology to expedite transfer of educational records and prior assessment tests.
	Reduce duplication of assessment and record keeping by electronic storage and recall of cross-agency student records.
	Assessment and placement services that provide 24 hour service to locate programs that meet the scheduling and location constraints of learners.
· Better and comprehensively inform learners of available education and training programs.	Consolidated and standardized information about programs.
	Counseling staff to assist learners
· Facilitate choice of best program to meet individual needs of each learner.	Consolidated and standardized information about programs.
	Procedures that focus counseling and placement choice on the needs of the learner rather than content of programs.
	"User interactive" computer system to assist learners search for and select programs.
· Funding and resources for programs designed to increase learner access.	Funding for non-traditional instructional methods such as computer assisted learning & TV courses (Recommendation 2).
	Encourage jobsite training with support of business.
· Funding to meet demand for services.	Remove CAP to fund actual enrollment, increase revenue limit of ADA, and fund all regions of state (Recommendation 1).
Improve Accountability:	
· Specify program goals and standards	Formally specified objectives, quality standards, and measurable outcomes for programs.
	Standardized and comparable descriptions of programs from all agencies.
· Measure impacts of programs.	Develop standardized and comparable data about program participation, completion, and pre/post test assessment data on the learning achievement of participants.
Improve Program Quality and Responsiveness:	
· Make programs more responsible to learner needs.	Assessment and placement procedures that ensure that learners participate in programs that are appropriate to their needs and skill level.
	Use of information about programs, counseling and interactive computer technology to ensure that learners are able to choose the programs that best meet their individual needs.
	Provide learners with information about the past performance of programs before they enroll.
	Link funding to measurable performance incentives such as learner achievement tests (Recommendation 2).

Continued next page

Exhibit 6 continued

Objectives:	Operational Strategies:
• Adjustment of authorized program areas and priorities to meet local and state needs.	Consolidated and standardized information about programs.
	Participatory state-local procedures for regular and systematic review of program priorities (Recommendation 6).
• Ongoing improvement of teachers and staff.	Resources for training and development of existing staff (Recommendation 9).
	Improved pay levels, incentives, and working conditions to attract quality staff (Recommendation 10).
• Ongoing improvement of program design and quality.	State supported technical assistance and training aids (Recommendation 9).
	Centralized development of curriculum aides and "state-of-the-art" educational technology to provide resources to providers with economies of scale (Recommendation 9).
• Funding to meet demand for services.	Remove CAP to fund actual enrollment, increase revenue limit of ADA, and fund all regions of state (Recommendation 1).
	Allow funding for non-traditional instructional methods such as computer assisted instruction, TV courses (Recommendation 2).
	Facilitate use of matching funds from business.
	Use data to document demand for programs to legislature.
Improve Planning and Coordination:	
• Encourage providers and user stakeholders to discuss issues, share information and engage in joint problem solving at both the state and local level.	State and local Adult Education Councils composed of multi-agency providers and varied users to discuss common issues and recommend policy for "collaborative infrastructure."
• Use data to evaluate and improve programs.	Develop, collect and consolidate standardized and comparable information and performance measures about programs.
	Collect and consolidate standardized and comparable performance data to allow analysis and evaluations.
	Collect and use standardized data to develop common understandings of educational trends, needs of learner populations, and program performance.
• Allow market forces to encourage productive specialization and program improvement.	Use information technologies to increase the access and choices of learners among programs, thereby fostering constructive competition for participants among providers.

Improve Program Quality and Responsiveness

The "collaborative infrastructure" will improve program quality and responsiveness by making providers more focused on learner needs, and producing information to guide program improvement. This will be achieved by empowering learners with the ability to choose among alternative programs, informing potential participants of past program success levels, assessing learner skills to ensure that they are placed in appropriate programs, and generating data that will give teachers and staff guidance for improving programs (**See Exhibit 6**). Of course, other strategic recommendations not included in the "collaborative infrastructure" will provide adequate funding, resources for program and staff improvement, procedures for adjustment of state and local priorities, and financial incentives for the improvement of program performance.

Improve Planning and Coordination

Finally, the "collaborative infrastructure" system will improve planning and coordination by encouraging discussion and problem solving among provider and user stakeholders, collecting and using comparable data to review and plan programs, and allowing market forces to foster productive specialization and program improvement. This may ultimately be accomplished by development of state and local Adult Education Councils to provide a forum for discussion and policy recommendations about the "collaborative infrastructure," collection and analysis of standardized program participation and student achievement data, and empowerment of learners to direct and coordinate programs by choices made within an open market place of educational options (**See Exhibit 6**).

DESCRIPTION OF FUNCTIONS

The "collaborative infrastructure" comprises a system that uses information technology to accomplish multiple goals simultaneously. First and foremost, the system will provide integrated and comprehensive services to assess and place learners in educational programs. Second, the system will collect and maintain learner records so they can be rapidly and efficiently recalled for use by either the learner or authorized education and training programs. Third, the system collects and consolidates standardized information on programs to enable learners to understand and chose among available educational programs, and to assist providers to better plan and coordinate programs (**See Exhibit 7**).

Each of the above three functions entails a number of specific steps designed to give learners a full array of services. This section will provide a preliminary description of the key steps and activities associated with the key functions of the system:

- Assessing and Placing Learners
- Planning and Describing Programs
- Using and Maintaining the *EduCard*$_{TM}$ and Integrated Data System

This description will provide a more concrete idea of how the "collaborative infrastructure" is intended to work.

Assessment and Placement of Learners

The most important purpose of the "collaborative infrastructure" is to assist learners determine their educational needs, choose the best possible program to meet those needs, and move painlessly to participation in the chosen program. To accomplish these purposes, the proposed system will use information technology to provide comprehensive assessment of needs, an interactive overview of available educational options, and electronic registration for selected programs. These services have been designed to be compatible with the State Department of Education Vocational Assessment Model, and to minimize delays and duplication of effort for both learners and programs.[7]

Preliminary planning suggests seven steps to this assessment and placement function (**See Exhibit 7**):

(1) Learner Contacts Information Services
(2) Interview and Collection of Intake Information
(3) Review, Update or Conduct Assessments of Skills
(4) Review and Select Educational Program
(5) Referral and Pre-registration
(6) Program Participation
(7) Post-Program Activities

The above seven steps will be elaborated in the following sections.

(1) Learner Contacts Information Services

The first step in the assessment and placement process is the appearance of the learner at a Community Adult Education Information Center. Initially, these centers are likely to be at central and neutral locations such as libraries. Ultimately, they will become a network of services with satellite points in schools, employment offices and shopping centers. Over the long run, there may be mobile units or field workers bringing services to learners with the help of powerful laptop computers linked to central information sources via plug-in-modems. Learners will check into information services from a variety of sources. They will be referred by education programs for further instruction, or by employer and social programs. As time goes on, a large number are likely to be self-referrals who have used the system before or heard about the service through public information campaigns and word-of-mouth.

(2) Interview and Collection of Intake Information

Upon arrival at the information center, the learner will undergo a brief intake interview. the purpose of this interview is to collect or update basic information about personal demographics and program eligibility, reasons for the visit, and educational background. If the learner has used the system before and has an *EduCard*$_{TM}$, the interview will be very brief and restricted to updating information. In such cases, the learner's *EduCard*$_{TM}$ will be used to access and check the learner's background and recent education and training activities.

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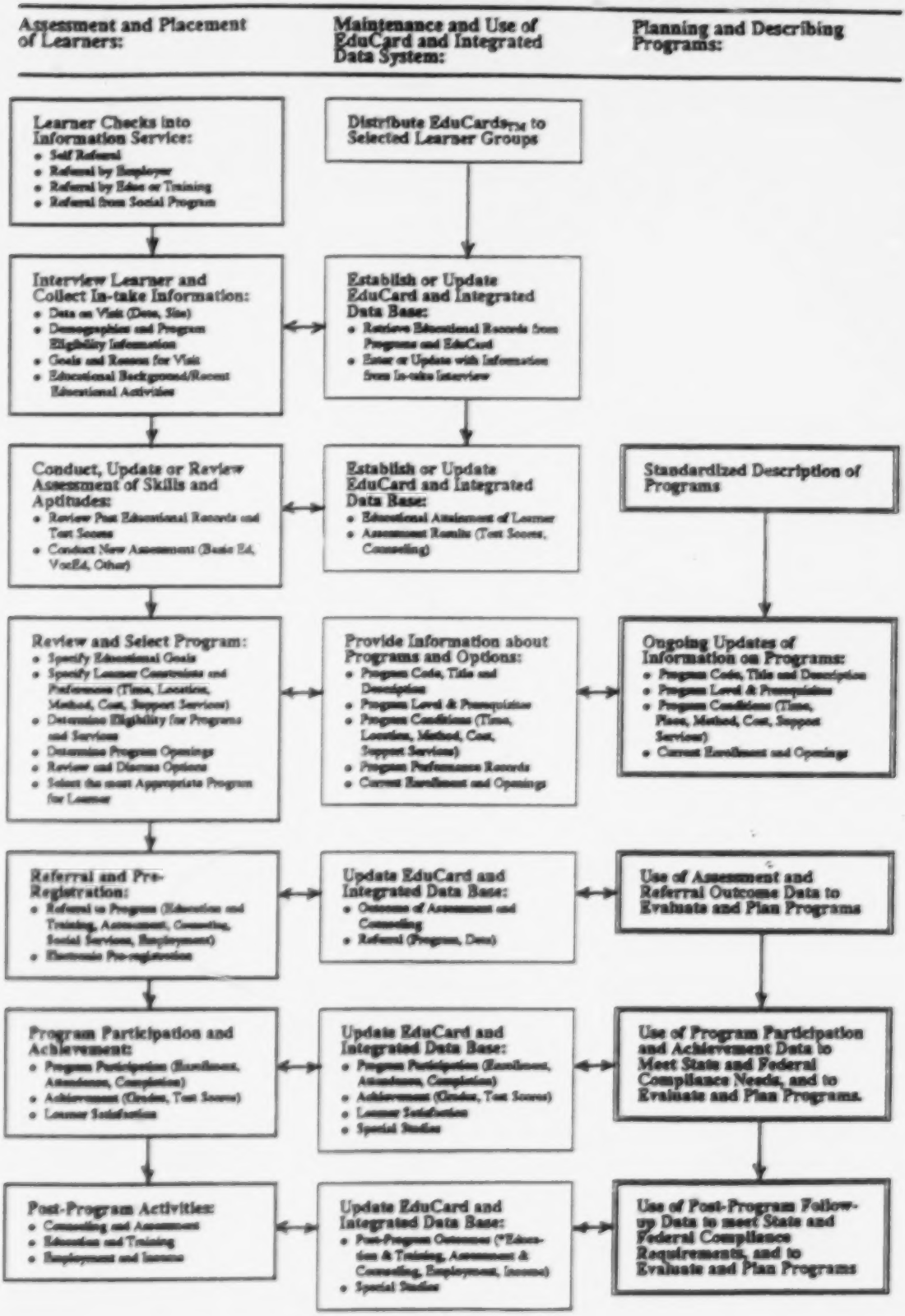
[7] *Vocational Assessment*, Vocational Assessment Work Group, Specialized Program Branch, State Department of Education, Sacramento, California, 1988.

Exhibit 7
OVERVIEW OF COLLABORATIVE INFRASTRUCTURE FUNCTIONS


Assessment and Placement of Learners:
Maintenance and Use of EduCard and Integrated Data System:
Planning and Describing Programs:
Learner Checks into Information Service:
• Self Referral
• Referral by Employer
• Referral by Educ or Training
• Referral from Social Program
Distribute EduCards™ to Selected Learner Groups
Interview Learner and Collect In-take Information:
• Data on Visit (Date, Site)
• Demographics and Program Eligibility Information
• Goals and Reasons for Visit
• Educational Background/Recent Educational Activities
Establish or Update EduCard and Integrated Data Base:
• Retrieve Educational Records from Programs and EduCard
• Enter or Update with Information from In-take Interview
Conduct, Update or Review Assessment of Skills and Aptitudes:
• Review Past Educational Records and Test Scores
• Conduct New Assessment (Basic Ed, VocEd, Other)
Establish or Update EduCard and Integrated Data Base:
• Educational Attainment of Learner
• Assessment Results (Test Scores, Counseling)
Standardized Description of Programs
Review and Select Program:
• Specify Educational Goals
• Specify Learner Constraints and Preferences (Time, Location, Method, Cost, Support Services)
• Determine Eligibility for Programs and Services
• Determine Program Openings
• Review and Discuss Options
• Select the most Appropriate Program for Learner
Provide Information about Programs and Options:
• Program Code, Title and Description
• Program Level & Prerequisites
• Program Conditions (Time, Location, Method, Cost, Support Services)
• Program Performance Records
• Current Enrollment and Openings
Ongoing Updates of Information on Programs:
• Program Code, Title and Description
• Program Level & Prerequisites
• Program Conditions (Time, Place, Method, Cost, Support Services)
• Current Enrollment and Openings
Referral and Pre-Registration:
• Referral to Program (Education and Training, Assessment, Counseling, Social Services, Employment)
• Electronic Pre-registration
Update EduCard and Integrated Data Base:
• Outcome of Assessment and Counseling
• Referral (Program, Date)
Use of Assessment and Referral Outcome Data to Evaluate and Plan Programs
Program Participation and Achievement:
• Program Participation (Enrollment, Attendance, Completion)
• Achievement (Grades, Test Scores)
• Learner Satisfaction
Update EduCard and Integrated Data Base:
• Program Participation (Enrollment, Attendance, Completion)
• Achievement (Grades, Test Scores)
• Learner Satisfaction
• Special Studies
Use of Program Participation and Achievement Data to Meet State and Federal Compliance Needs, and to Evaluate and Plan Programs.
Post-Program Activities:
• Counseling and Assessment
• Education and Training
• Employment and Income
Update EduCard and Integrated Data Base:
• Post-Program Outcomes (*Education & Training, Assessment & Counseling, Employment, Income)
• Special Studies
Use of Post-Program Follow-up Data to meet State and Federal Compliance Requirements, and to Evaluate and Plan Programs

Interviews with *EduCard*$_{TM}$ owners will focus on checking program eligibility data, determining the reason for the visit, and confirming that recent educational activities are recorded. If the learner has not used the service before and does not have an *EduCard*$_{TM}$, a slightly more extensive interview will be required.

Original information will be collected on personal demographics and program eligibility, reasons for using service, and educational background. The learner will be given an *EduCard*$_{TM}$, and the information collected via the interview will be linked to the card. Once the card has been established, the linked computer system will search records of instructional programs participating in the "collaborative infrastructure" to confirm and update information in the learners educational background and achievement. For the most part, intake interviews with both new and returning learners will take place with the assistance of staff. However, as time goes on and learners become more familiar with the system, it is possible that decentralized service stations will give learners the option of interacting directly with computer terminals to accomplish this intake process.

(3) Review, Update or Conduct Assessment Tests

Once the intake interview is completed, the learner will be assessed to determine educational needs and goals. This assessment will range from a quick review of existing records and test scores to taking a full battery of skill and aptitude tests. With the help of rapid recall of information via the *EduCard*$_{TM}$ and Integrated Data System, this process will be completed with the intent of ensuring that learners are effectively assessed to determine what level and type of instructions meet their needs. At the same time, high priority will be given to prevent unnecessary and redundant testing. If information linked to a learner's *EduCard*$_{TM}$ provides current educational records and shows recent assessment that is pertinent to the learner's goals, this information will be used rather than duplicated. As time goes on, priority will be placed on using one standardized assessment and achievement test that will provide consistent benchmarks for learners over time and allow measurement of achievement as the learner participates in varied instructional programs. This does not mean that the information service will use only one test, but that one test will be used to establish a common measure with additional tests used to elaborate and double check findings as needed. All in all, the Community Adult Education Information Service will use information technology to take participants through a process leading to effective placement while minimizing unnecessary duplication of efforts and time loss that has heretofore been caused by decentralized storage of paper records. This assessment step is also intended to prevent redundant education and training. For example, if a participant's goal is employment, and educational records and assessment tests indicate adequate skills for the desired occupation, the placement goal will be employment or job search counseling rather than further education.

(4) Review and Select Programs

Once educational goals and needs have been established, the learner will use interactive information retrieval to review and select programs that best match individual needs. Interactive search and select computer programs will enable learners to isolate programs that meet their learning goals and personal constraints. For example, a participant would not only be able to review all programs providing literacy instruction, but screen programs to find those that best meet individual preferences concerning scheduling, location, mode of instruction, cost and availability of support

services such as child care. Once available cable programs have been identified, the same interactive computer system would report openings to allow selection of an available program. Depending on learner preferences, this process of review and selection may or may not be assisted by counseling staff.

(5) Referral and Pre-Registration

When the instructional program has been selected, the information service will give the client a printed referral. Ultimately, this referral will provide the name of the program and instructor, the place and time of instruction, a description of the program, certification of the learner's eligibility (if required), and other information of importance to the learner (e.g. fees, support services, etc.). As the information service develops, telecommunication links will be developed to allow electronic pre-registration. Prior to these links, pre-registration will be arranged by telephone or appearance of the learner at the instructional site.

(6) Program Participation and Achievement

Program participation and achievement are now the next step. The learner will use the *EduCard*$_{TM}$ to "check-in" to his or her selected program at the designated time and location. Use of the *EduCard*$_{TM}$ will simplify and expedite the transfer of individual records needed to move the learner through the enrollment process and into instruction. It will also provide a means of determining whether the learner moves successfully from counseling and placement to actual instruction. In some cases, this will facilitate follow-up efforts to encourage program participation. Whether or not there have been follow-up efforts to encourage participation, non-participation will be recorded by absence of enrollment and thereby notify counselors that the learner may not follow-through with participation when he or she next uses the information service. The *EduCard*$_{TM}$ will also be used to facilitate the collection and reporting of attendance or participation data via autonomous learner check-in procedures or periodic data entry at the local level. Ultimately, this will record whether the learner completed or dropped out of the program, his or her achievement in terms of grades or assessment tests, and possibly learner satisfaction with the program.

(7) Subsequent Activities

After participating in the program, the learner wants further counseling and assessment, assistance in finding additional education and training, job search services. Need for such services may be immediate or emerge at some point in the future. Whatever the need or time, the learner will be able to use his or her *EduCard*$_{TM}$ to check-in to the Adult Education Information Service to update goals, assess education and training needs, certify skills, and identify and select instructional programs.

Planning and Describing Programs

The "collaborative infrastructure" will assist providers of education and training by referring appropriate participants, streamlining record keeping and reporting activities, and providing data to guide planning and

development. Collaborating providers will also have to provide data on the nature of their programs and the participation of learners.

Planning and research to date suggests that providers will be linked to the "collaborative infrastructure" by the following three reoccurring activities (**See Exhibit 7**):

(1) Develop Standardized Description of Programs
(2) Ongoing Updates and Information Programs
(3) Use Data to Evaluate and Plan Programs

These three provider activities will be described below.

(1) Develop Standardized Descriptions of Programs

Before learners can review and select among programs, providers must be described with a consistent and comparable format. Thus, as programs are initiated or continued, it is critical that providers describe these programs in a standardized fashion. Key elements of such standardized information is likely to include:

- **Program Code and Title** (Codes and titles that are either commonly used among providers or translatable to commonly used codes and titles).
- **Description of Program** (Use of a common format that describes the purpose and contents of the program).
- **Program Level and Prerequisites** (Use of common scales and prerequisite lists to specify the learner skills requested for successful participation).
- **Program Conditions** (Specifications on the time location, instructional method, costs, and support services associated with the program).
- **Current Enrollment and Openings.** The current enrollment and number of openings available for new participants.

The above information must be structured in a common format to allow computerized search and selection, and to enable learners and counselors to quickly review and compare information about programs.

(2) Ongoing Updates of Information on Programs

Providers must continually update the above noted standardized information as new programs are created, old programs are discontinued, and ongoing programs are modified and rescheduled. While the process and schedule for such updates is not yet clear, priority must be given to development of an continuous update process that minimizes and possibly simplifies the workload associated with current provider record keeping and reporting activities.[8] These updates will allow learners and counselors to obtain a comprehensive overview of education and training options.

[8] As the system develops, attention will be given to development of public domain record keeping software that manages the basic record keeping and reporting activities of participating providers, automatically reports updates on programs and enrollment via telecommunication to the Integrated Adult Education Data Base, and provides options for customization to meet local needs.

(3) Use Data to Evaluate and Plan Programs

Ultimately the above standardization of program data coupled with more comprehensive data on student participation made possible by the *EduCard*$_{TM}$ will greatly enhance the ability of local providers to review and plan their programs. Three types of aggregated and identified data from different stages of learner participation will support program planning:

- **Assessment and Referral Data.** Data on the reasons for contacting the information service, results of assessment, program selection criteria, referral, and outcome of the referral will provide better information on the nature and needs of potential learners and the extent to which learners actually utilize programs.

- **Program Participation and Achievement.** Data on the enrollment, attendance and completion of learners will provide a more comprehensive view of the nature and reasons for retention. Achievement data, most notably the results of commonly used skill assessment tests will provide a common denominator for assessing the outcome of programs and how these outcomes vary by the needs, strengths and weakness of learner groups. Finally, selective collection of learner surveys will show how students feel about programs.

- **Post-Program follow-up Data.** Data on the post-program activities of learners will provide a far more comprehensive view of program impacts and the movement of learners among alternative education and training programs. As learners use their *EduCard*$_{TM}$ to progress through cycles of assessment, program selection, referral and program participation, it will be possible to see how groups of varying characteristics succeed or fail as they pursue adult education. Follow-up surveys of students sampled from participating learners can also add greater depth to our understanding of the adult learning process.

The data and analysis described above can be broken down to the program or class level to provide feedback to teachers and school-based management teams. It can also be aggregated to community, agency or learner groups with specified characteristics to provide a variety of important perspectives. This information should be available interactively through local microcomputers linked to the Integrated Data System. As noted above, data used for the purposes of program review and analysis will be aggregated and identified to prevent unauthorized release of information about individuals.

Maintaining and Using the *EduCard*$_{TM}$ and Integrated Data System

The operational core of both learner and program involvement in the "collaborative infrastructure" will be the *EduCard*$_{TM}$, the Community Adult Education Information Service, and the Integrated Adult Education Data System. These three components will in actuality function as one system of decentralized local microcomputers linked by a telecommunication network

to a central computer. It will store, process and recall data on learners and programs in the course of four activities linked to the activities previously described for participating learners and programs (See Exhibit 7):

(1) Assign *EduCard*$_{TM}$ to Selected Learner Groups

(2) Establish or Update *EduCard*$_{TM}$ and Integrated Data Base

(3) Provide Information about Programs and Options

(4) Update *EduCard*$_{TM}$ and Integrated Data Base

Each of these four activities represents interactively storing and producing information as learners and programs interact with the "collaborative infrastructure." Exploratory elaboration is provided below.

(1) Assign *EduCard*$_{TM}$ to Selected Learner Groups

Learner participation in the "*EduCard* System" is likely to begin with distribution of *EduCards* to selected groups within specified geographical areas. For example, early implementation may begin with distribution of *EduCard*$_{TM}$ to all junior high school students and participants of programs within collaborating agencies within a few pilot counties.[9] These *EduCard*$_{TM}$ would presumably be distributed by mail with accompanying literature. Each distributed *EduCard*$_{TM}$ would have an assigned ID Number and possibly be linked to available educational records from the program of current participation.[10] This initial distribution of cards would create a core of preregistered card holders to facilitate use among likely participants. Availability of the *EduCard*$_{TM}$ would, of course, not be restricted to the groups selected for initial distribution. All persons over a minimum eligibility age would be able to receive cards upon visiting a Community Adult Education Information Center.

(2) Establish or Update *EduCard*$_{TM}$ and Integrated Data Base

Data and information linked to each *EduCard*$_{TM}$ will be stored and updated as card owners participate in the information service and collaborating programs. The first two steps will focus primarily on inputting information provided by learners as they complete intake interviews and instructional need assessments (See Exhibit 7):

- **Intake Interview.** Every time a learner visits an information center, he or she will receive a brief intake interview. The length of this interview will vary according to whether or not the learner already has an *EduCard*$_{TM}$. If the learner already has a card, information already attached to the card will be recalled and reviewed to ensure that it is current, then the date of visit and the learner's goal will be recorded. If the learner does not have a card, basic information on demographics, goals and educational background will be collected and attached to the *EduCard*$_{TM}$

[9] It is recommended that *EduCards*$_{TM}$ be distributed to junior high school students because many students who "drop out" of high school during the 10th, 11th, and 12th grades are likely to require remedial education via adult education programs. Providing *EduCards*$_{TM}$ to this age group will allow agencies to target services to "drop outs," determine the degree to which they return for education, and clarify important issues regarding "concurrent enrollment."

[10] For the purpose of protecting personal privacy, educational records linked to these distributed *EduCards* may not be operationally attached to the card until the recipient visits a Community Adult Education Information Center and voluntarily activates the card.

be assigned to the new card holder. In some cases, it may be possible to retrieve recent educational records from collaborating agencies via telecommunication to efficiently initiate or update the learner's *EduCard*$_{TM}$.

- **Assessment of Skills and Aptitudes.** After the intake interview, the learner will progress to an assessment of skills and aptitudes. The scope of this assessment will depend largely upon the learner's goals, and the availability of results from previous assessments. New assessment data will be added to each learner's *EduCard*$_{TM}$. New information created during the intake and assessment interviews will be attached to each participant's *EduCard*$_{TM}$.

(3) Provide Information about Programs and Options

Parallel to the regular updating of learner information, the *EduCard*$_{TM}$ system will also update and record standardized information about education and training programs. This information will take two forms. First, collaborating agencies will provide program descriptions, prerequisites, instructional conditions (*e.g.* schedule and location) and information about openings on an ongoing bases. Second, *EduCard*$_{TM}$ data on program completion and available pre/post assessment test scores will ultimately be identified and aggregated by program to provide staff and learners with information about program performance and retention. The primary purpose of the program and aggregate participant data will be to give learners an overview of the education and training options that are available to meet their needs (See **Exhibit 7**).

(4) Update *EduCard*$_{TM}$ and Integrated Data Base

Additional data will be linked to each *EduCard*$_{TM}$ as individual learners continue their educational activities. This data will deal with referral and registration, program participation and achievement, and subsequent activities (See **Exhibit 7**):

- **Referral and Registration.** Once a learner has determined needs, reviewed instructional options and solicited a program the *EduCard*$_{TM}$ System will record the program to which the learner is referred and the learner's pre-registration (if any).
- **Program Participation and Achievement.** The *EduCard*$_{TM}$ will also be used to record the learner's attendance (if any), completion, achievement (grades or assessment test scores) and satisfaction with the program. While detail and frequency of such data is yet to be resolved, it is likely that the collection and reporting of such data will be managed by integrating program level data with the *EduCard*$_{TM}$ System.

- **Subsequent Activities.** Participation and achievement will be added to the learner's *EduCard*$_{TM}$ records to assist the card holder select additional instruction or employment goals, and to provide follow-up data to assist the evaluation and planning of programs. As card holders check into Information Centers and progress through the steps of selecting and using programs, additional and updated data will be attached to each learners *EduCard*$_{TM}$. As the system develops, links may also be established with employers to facilitate hiring and personnel record keeping via transmission of "electronic resumes."[11]

All in all, the "collaborative infrastructure" has been designed to produce an integrated electronic information system to facilitate the progression of learners through multiple educational activities, expedite program record keeping and reporting activities, and enhance the planning and coordination of programs. The basic goals and functions of this system have been developed and approved by broad-based advisory input. However, the specific procedures and data of this system are yet to be determined with active involvement of local stakeholders.

[11] One interesting option, which has been implemented by the State of Florida, is to use Unemployment Insurance data bases to determine whether prior program participants have become employed. This system provides automatic follow-up data to meet statutory reporting requirements and assist the review and planning of programs.

Chapter 4

Workplan for the Local Consortia

The "Collaborative Infrastructure" must be designed and implemented as a standardized system that meets diverse local needs. This will require several advisory cycles in which stakeholders from diverse local sites specify their needs, and state staff reconciles these needs into a workable standardized system for further local review.

The success or failure of education and training programs is primarily determined at the local level. Thus, implementation of California's Strategic Plan for Adult Education and the four core recommendations that comprise the "collaborative infrastructure" must balance state and local goals as well as the goals of multiple agencies and stakeholders. Local user and provider stakeholders must have significant involvement in the development of the proposed "collaborative infrastructure" to ensure that it embodies local goals, responds to local concerns, and enhances rather than constrains the performance of local programs.

Implementation of California's Strategic Plan for Adult Education and the four core recommendations that comprise the "collaborative infrastructure" must balance state and local goals as well as the goals of multiple agencies and stakeholders.

California will involve local stakeholders at every level of its adult education planning process. First, the Interim Adult Education Steering Committee, which oversees implementation of the Strategic Plan, will be dominated by representatives of local stakeholders. Second, the Adult Education Institute for Research and Planning (AEI), which has operational responsibility for planning and implementation, will conduct numerous outreach activities to involve local stakeholders. Finally, the state Department of Education will work through the Institute to organize four to five Local Adult Education Planning Consortia to participate in the design of specific elements of the "collaborative infrastructure" and advise the State Steering Committee concerning the overall direction of the Strategic Plan.

Mission of the Consortia

Over the next two years, the Local Adult Education Planning Consortia will have three specific missions. These missions include:

- Prepare Draft "Paper Models" of the "Collaborative Infrastructure"
- Review and Adjust Integrated "Paper models" Prepared by State Staff
- Recommend Revisions of the Strategic Plan to the Interim Adult Education Steering Committee

It is possible, by use of the "paper model" concept, to involve stakeholders of all levels of "computer literacy" in the development of the procedures and data that the "collaborative infrastructure" will use.

Special attention to the meaning and nature of "paper models" is appropriate before proceeding further. While the proposed "collaborative infrastructure" will use state-of-the-art information technologies, the goals and functions of this infrastructure must be established and understood by all stakeholders. It is possible, by use of the "paper model" concept, to involve stakeholders of all levels of "computer literacy" in the development of the procedures and data that the "collaborative infrastructure" will use. To accomplish this, we propose that consortia of local stakeholders be convened to develop written "paper models" of the in-take and referral procedures, interview forms, learner educational record formats, and other aspects of the proposed collaborative arrangements with absolutely no attention to computer technology. In other words, the consortia would be mandated to produce a "paper system" that could function manually in the 1940's without computers. Once this "paper model" is developed and refined, it can be incorporated into an electronic "collaborative infrastructure" that meets both state and local needs.

Later sections of this chapter will elaborate these "paper models" and the other missions of the Local Adult Education Planning Consortia.

Timetable and Workplan

The workplan for the Adult Education Institute for Research and Planning (AEI) specifies a timetable and sequence of tasks for the Local Consortia (**See Exhibit 8**). The dates specified in this timetable may vary in response to adjustments in other strategic planning activities and the time requirements for agency funding.

Exhibit 8
OVERVIEW OF IMPLEMENTATION TASKS

Planned Date:	Task Description:
1/15/90	Develop Workplan and Goals for Local Planning Consortia
3/22/90	Organize Local Planning Consortia
3/22/90	Prepare Local Consortia Briefing and Work Materials
6/25/90	Convene Meetings of Local Planning Consortia
11/05/90	Develop Local Consortia "Paper Models" of Strategic Plan
11/23/90	Consolidate and Standardize Draft "Paper Models"
2/12/91	Review and Revise Standardized "Paper Model"
4/10/91	Trial Run and Adjustment of Standardized "Paper Models"
7/12/91	Consolidate Materials on "Paper Models"

Brief descriptions of the tasks designed to integrate the activities of the Local Planning Consortia and the Adult Education Institute (AEI) are

provided below. These task descriptions will specify goals, outcomes, completion dates and Institute staff to be involved.

DEVELOP GOALS AND WORKPLANS FOR LOCAL CONSORTIA

Staff will organize three to four Local Planning Consortia to advise the Interim Steering Committee and participate in planning the specifications of strategic recommendations so that they are workable in diverse local settings.

Preliminary goals and workplans will be developed for local multi-agency consortia to be organized to advise planning activities and participate in the development of "paper models" of core strategic recommendations including the Adult Education Information Services, ***EduCard***$_{TM}$, Integrated Adult Education Data System and Collaborative Planning. The focal purpose of these goals and workplan will be to specify general objectives and timeframes for developing models on how the recommendations of the 1989 Strategic Plan might be implemented at the local level. Fred Best will be the lead for this task. He will be supported by Cuba Miller, Bernadette Dawson, Dennis Porter, and Van Woolley. The deliverable will be a Workplan for Local Planning Consortia to be used consistently by all consortia. This product will be delivered on or before January 15, 1990.

ORGANIZE LOCAL PLANNING CONSORTIA

Staff will organize five Local Planning Consortia to advise the Interim Steering Committee and participate in planning the specifications of strategic recommendations so that they are workable in diverse local settings. These consortia will be organized in accord with the *Workplan for Local Planning Consortia*. They will be created in communities with established records for productive cross-agency cooperation. They should include representatives from all major adult education providers and other stakeholders (*e.g.* adult schools, community colleges, libraries, volunteer groups, private industry councils, business, etc.). They should also represent diverse local conditions (*e.g.* metropolitan, suburban and rural settings). Finally, the consortia must demonstrate a commitment to work with the Institute and Interim Steering Committee over a two-year period, and hopefully into the demonstration and implementation stages of the *Strategic Plan*. Van Woolley will have lead responsibility for this task with support from Fred Best, Cuba Miller and Bernadette Dawson. The deliverable will be a list of consortia members. This task will be completed by March 22, 1990.

PREPARE LOCAL CONSORTIA BRIEFING AND WORK MATERIALS

Staff will prepare briefing materials and worksheets to orient members of local consortia and assist them in conducting consortia activities. Briefing materials will include background materials on the Strategic Plan for Adult Education (reports, brochures and presentation slides). Work materials will include handouts elaborating aspects of the consortia workplan, worksheets to assist consortia members review issues and make decisions, and "delphi-like" questionnaires to help consortia isolate areas of agreement and disagreement. These materials will be prepared with a summary memo outlining the approaches to be taken in conducting consortia activities. Van Woolley will be the lead for this task. He will be supported by Fred Best, Cuba Miller, Eric Margolis and clerical support staff. This task will be completed by March 22, 1990.

CONVENE MEETINGS OF LOCAL CONSORTIA

Institute staff will convene at least two meetings of each Local Planning Consortia. The first meetings will focus on developing a clear and common understanding of the *Strategic Plan* and consortia goals. The second and successive sets of meetings will review background materials (*e.g.* selected Background and Options Papers, materials from other states, etc.) and discuss approaches for meeting consortia goals. These meetings will be completed by June 25, 1990. Van Woolley will coordinate all meetings. Each of these local consortia also will have backup staff. This consortia backup staff will be Fred Best, Cuba Miller, and Eric Margolis. Dennis Porter, Bernadette Dawson, Anan Nuggihalli, and Mary O'Mara will provide staff support. The deliverables for this task will be a memo summarizing the activities and results of each meeting.

DEVELOP LOCAL CONSORTIA "PAPER MODELS" OF STRATEGIC PLAN

Institute staff will work with three or four previously established Local Planning Consortia to develop locally grounded "paper models" of core strategic recommendations (*e.g.*, Adult Education Information Services, *EduCard*$_{TM}$, Integrated Adult Education Data System and Collaborative Planning). These "paper models" will be developed in accord with the *Workplan for Local Planning Consortia*. These models should provide an operational overview of the flow of information, students and decisions over time. These "paper models" should include, but not be limited to, the following elements:

- Common Intake Information for New Clients (*e.g.*, demographics, eligibility factors, educational records)
- Common Information about Education Training Programs (*e.g.*, location, prerequisites, training content, educational methods, etc.)
- Protocols for Referring and Transferring Students
- Data Transfer and Access Procedures
- Local Decision and Planning Procedures

Two to three meetings will be held during the third stage, with options for informal local work sessions between meetings. Institute staff will circulate previously produced Feasibility Studies, provide briefings on ongoing research and strategic planning activities, and distribute technical materials pertinent to the development of paper models.

Van Woolley will coordinate all consortia meetings and activities. However, each of these consortia will have backup support staff who also attend meetings and serve as substitute coordinators if needed. This backup staff will include Fred Best, Cuba Miller, and Eric Margolis. Dennis Porter, Bernadette Dawson, Anan Nuggihalli, and Mary O'Mara will provide additional staff support. The deliverable for this task will be draft "paper models" from each consortia. This task will be completed by November 5, 1990.

CONSOLIDATE AND STANDARDIZE DRAFT "PAPER MODELS"

The Institute will work with consortia members and other stakeholders to consolidate and standardize the "paper models" produced in the prior task. The primary goal of this task will be to develop a "paper model" of strategic recommendations that meets diverse local needs and is operationally functional within diverse local conditions.

The Institute will work with consortia members and other stakeholders to consolidate and standardize the "paper models" produced in the prior task. The primary goal of this task will be to develop a "paper model" of strategic recommendations that meets diverse local needs and is operationally functional within diverse local conditions. A draft consolidated model prepared in accord with the *Workplan for Local Planning Consortia*, then circulated to consortia members for review. Institute staff will then convene meetings of each consortia to review and adjust this draft. Following these meetings, the consolidated "paper model" will be refined and circulated to the Consortia and Interim Steering Committee. Van Woolley will be the lead for this task. He will have support from Dennis Porter, Fred Best, Cuba Miller, Anan Nuggihalli, Mary O'Mara, and consulting specialists. This task will be completed by November 23, 1990. The deliverable product will be a standard "paper model" of local procedure and forms suitable for translation to computer software.

REVIEW AND REVISE STANDARDIZED "PAPER MODEL"

Institute staff will conduct a final review and revision of the procedures and forms of the consolidated "paper model" to ensure that they reflect the deliberations of the last Interim Steering Committee meeting. Van Woolley will be the lead. Other involved staff will include Dennis Porter, Cuba Miller, Fred Best, Anan Nuggihalli, and Bernadette Dawson. This task will be completed by February 12, 1991. The deliverable will be a final "paper model" suitable for pretesting, briefings and software development.

TRIAL RUN AND ADJUSTMENT OF STANDARDIZED "PAPER MODELS"

Staff will arrange and conduct a short-term pretest of the previously finalized "paper model." This pretest will *not* be a pilot test or demonstration. Rather, it will be a quick "run-through" to double check the basic cross-agency operations of the model before further development. This test will entail a brief one-week use of forms and procedures within one local consortium area. Institute staff will be onsite for the entire pretest to observe and record all needed adjustments. Following this "pretest" the model will be technically adjusted and finalized. Van Woolley will be the lead with support from Dennis Porter, Cuba Miller, Bernadette Dawson, Peggy Lewis, Eric Margolis, and Anan Nuggihalli. The deliverable will be a memo summarizing observations and changes made in the "paper model." This task will be completed by April 10, 1991.

CONSOLIDATE MATERIALS ON "PAPER MODELS"

Staff will consolidate all developmental papers leading to the production of the consolidated "paper model." These materials will include:

- Briefing Materials Presented to Local Consortia
- Draft and Final "Paper Models" Developed by Each Local Consortia
- Draft and Final Consolidated "Paper Models"
- Draft and Final Materials Concerning Prospective Data Structures and Management Information Systems (MIS)
- Developmental Notes and Summaries of Consortia and Subcommittee Discussions

These materials will be consolidated to ensure easy access and understandability of developmental processes. Van Woolley will be the lead for this task. He will be supported by Dennis Porter, Anan Nuggihalli, Mary O'Mara, Cuba Miller and Fred Best. The deliverable will be consolidated materials accompanied by a reference index. This task will be completed by July 12, 1991.

While the above tasks and outcomes may be modified as the strategic planning process evolves, they provide a general overview of the activities of the Local Planning Consortia and how consortia activities will be integrated with the overall strategic planning process.

Organization of the Consortia

This section will specify the organization and membership of local consortia, outline the criteria for selecting consortia sites, and summarize the staff and resources needed to implement the consortia system.

Each of the consortia would have no less than ten and no more than twelve representatives from provider and user stakeholder groups.

STRUCTURE AND MEMBERSHIP OF CONSORTIA

Each of the consortia would have no less than ten and no more than twelve representatives from provider and user stakeholder groups. These groups will include, but not necessarily be limited to, the following providers and users:

- Adult Schools
- Private Industry Councils and Service Delivery Areas (PICs)
- Employment Training Panel (ETP)
- Community Based Organizations (CBOs)
- Regional Occupational Centers/Programs (ROC/Ps)
- Community Colleges
- Department of Social Services
- Libraries
- Volunteer Groups
- Business and Employer Groups
- Adult Learners

Additional provider representatives may be added, but, with the exception of user groups (*e.g.* adult learners and business), no provider group is to have more than one representative to each local consortia.

These consortia would be organized and convened by a lead agency. This lead agency will arrange meetings of the consortia every two or three months. Under most circumstances, lead agency status will be the local agency taking the lead to organize and prepare the original proposal to become a consortia site.

SELECTION OF CONSORTIA SITES

Consortia sites will be selected as a result of a publicly announced application process. Sites will be selected from submitted proposals by the Adult Education Unit of the State Department of Education with support from the Adult Education Institute (AEI). This selection will be made in accord with a five point criteria (**See Exhibit 9**).

Exhibit 9
CRITERIA FOR SELECTION OF CONSORTIA SITES

(1) Geographical Distribution
(2) Demographic and Economic Diversity
(3) Urban-Suburban-Rural Diversity
(4) Record of Provider and User Cooperation
(5) Matching Resources

Each of these five criteria points will be given equal weight in the selection process. These five Criteria are elaborated below.

(1) Geographical Distribution

The Consortia sites will be selected to provide the widest possible distribution in terms of the east and west, and north and south portions of the state. The guiding principle of this criteria is to establish Local Planning Consortia that may become pilot sites for the collaborative infrastructure that are accessible for visits from interested parties throughout the state.

(2) Demographic and Economic Diversity

Consortia should be selected to provide a collection of sites that have diverse demographic and economic characteristics. Age profiles, immigrant population, and ethic-racial distributions will be important demographic characteristics. Income distribution, unemployment rates, and local industrial profiles will important economic characteristics. This criteria is not intended to encourage selection of sites that represent the state, but a variety of sites that represents the demographic and economic diversity of the State.

(3) Urban-Suburban-Rural Diversity

Sites should be selected to reflect the diversity of urban-suburban and rural settings in the state. There should be at least one major metropolitan site, one rural city and one site dominated by suburban characteristics. Remaining sites should be selected to balance and blend urban, suburban and rural settings.

(4) Record of Provider and User Cooperation

All consortia sites should show documented evidence of cooperation and coordination among providers and users. A well balanced list of pre-arranged and pre-approved numbers for the Consortia will be a minimal requirement. Records of additional collaborative activities (joint committees, cross-agency projects, etc.) should also be used to document a history of cooperation within the site.

(5) Matching Resources

Matching resources from consortia site will be a criteria for selection. However, matching resources will not be required to make an application. Matching resources will be viewed as an indicator of local commitment and weighed as a factor that will determine the success of consortia efforts. These resources may take the form of funds, staff time, facilities and supplies. Matching resources will be evaluated relative to the size and nature of the prospective site (*e.g.* a small rural site is not expected to contribute absolute resources equal to a large metropolitan site).

STATE CONTRIBUTIONS

Funds and resources will be made available through the Adult Education Unit of the State Department of Education to support Local Planning Consortia activities. These state contributions will take the form of staff and technical support, and cash grants to each consortia site.

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Staff and Technical Support

The Adult Education Institute for Research and Planning (AEI) will provide a variety of technical and staff support services to the consortia sites. A senior staff person and research assistant will be assigned to coordinate and balance consortia activities. The Institute will also produce background materials, clerical support, arrangements for special meetings and selected travel funds.

Grants to Consortia

Each selected site will be supported with a $50,000 grant for conduct of specified consortia activities. Some $20,000 of this grant will fund the staff and resources needed for a local lead agency to organize and maintain consortium activities. The remaining $30,000 will be divided equally among the non-business institutions represented in the consortia to offset the staff costs of participating organizations.

Products and Outcomes

Each consortia will be expected to conduct activities to accomplish three specific outcomes. As noted above, there outcomes are:

- Preparation of Local "Paper Models"
- Advise on Strategic Planning Process
- Review and Adjustment of Integrated "Paper Models"

Each of these have consortia outcomes is elaborated in the following sub-sections.

PREPARE LOCAL "PAPER MODELS"

The most important goal of each local consortium will be to prepare a "paper model" of how the "collaborative infrastructure" might function manually via paper records if we had no computers.

The most important goal of each local consortium will be to prepare a "paper model" of how the "collaborative infrastructure" might function manually via paper records if we had no computers. This product will require eight successive tasks:

(1) Review and Define Functions of the "Collaborative Infrastructure"
(2) Select and Prioritize Types of Data
(3) Specification and Standardization of Data
(4) Design Data Collection Procedures and Forms
(5) Develop Data Transfer and Record Keeping Procedures
(6) Recommend Privacy and Data Access Policies
(7) Propose Approaches for Local and State-Local Collaboration
(8) Consolidate Materials into Draft "Paper Model" Report

These eight developmental tasks must be conducted to provide *highly specific* recommendations on data needs and procedures to reflect the general agreement of consortia members. These tasks are elaborated in the forthcoming pages.

(1) Review and Define Functions of the "Collaborative Infrastructure"

The initial step in the development of "paper models" is to develop a clear and common understanding of the functions of the "collaborative infrastructure." All members of the consortia should carefully review background materials about the goals and functions of the proposed system, particularly recommendations 3, 4, 8 and 13 of the 1988-89 Adult Education Advisory Committee and discussion of Exhibits 6 and 7 of this report.

In broad brush strokes, the strategic recommendation constituting the "collaborative infrastructure" would provide six functions.

- Dramatize availability of Adult Education.

- Provide "One-stop" counseling and placement services.
- Expedite in-take and assessment.
- Assist learners select best program for personal needs.
- Expedite entry, storage and use of participation and achievement data.
- Allow interactive use of data by learners and educators.

These six core functions should be reviewed and discussed by the consortia (**See Exhibit 10**). The objectives of this discussion are to insure common understanding of the "collaborative infrastructure" and to specify local recommendations concerning these functions. The lead agency of each consortium should summarize questions and recommendations concerning core functions and convey them to Adult Education Institute (AEI). Institute staff will review comments from all consortia, and respond with clarifications and, if necessary, revised goals and functions.

(2) Select and Prioritize Types of Data

The second step toward developing "paper models will be to select and prioritize the types of information required to fulfill the goals of the "collaborative infrastructure."

The second step toward developing "paper models will be to select and prioritize the types of information required to fulfill the goals of the "collaborative infrastructure." This step should select and prioritize *general* types of data. The next step will take on the more complex task of selecting and defining specific and standardized classification for these data.

The selection and prioritization of general data types should be guided by the goals and functions established during the prior step (**See Exhibit 10**).

A preliminary list of general data that might be needed for the "collaborative infrastructure" is provided in **Exhibit 11**. Each consortium should review the general data listed in **Exhibit 11** to determine whether the suggested data types are needed, and whether additional types of data should be added.

The lead agency should summarize the types of data determined to be needed or useful, and indicate the priority and rationale for each type of data.

Exhibit 10

CORE FUNCTIONS OF COLLABORATIVE INFRASTRUCTURE

(1) Dramatize availability of adult education and training via distribution of ***EduCard***$_{TM}$ and public information.

(2) Create highly visible and accessible "one-stop" in-take, counseling and placement services.

(3) Expedite learner in-take and assessment:

- Standardize procedures and information to allow transfer of learner records among providers.
- Develop cross-provider data system to expedite retrieval of learner records and reduce redundant intake and assessment activities.

(4) Assist learners to select programs that best meet individual needs:

- Provide impartial information and counseling.
- Use skill assessments, educational records and individual goals to guide selection of program to meet learner needs and abilities.
- Apply information technology to interactively provide learners with comparable information about available programs.

(5) Expedite entry, storage and access of program participation and achievement data:

- Facilitate entry of participation and outcome data by use of ***EduCard***$_{TM}$ and standardized procedures.
- Reduce costs and increase speed of meeting statutory reporting requirements by automating data processing and formatting.
- Allow augmentations of data systems to meet specific provider and local needs.

(6) Allow efficient and interactive use of data for review and planning of programs:

- Automate collection and reporting of post-program follow-up data by cross-provider data base linked by learners use of ***EduCard***$_{TM}$.
- Deliver data to teachers and program to provider feedback on performance.
- Allow better comparison and analysis of programs through interactive use of gross-provider data based on learners rather than batch data.

Exhibit 11
PROSPECTIVE DATA TYPES AND SPECIFICATIONS

General Types of Data:	Examples of Specific Data Elements:
Program Data:	
• Program Code, Title and Description	Program Code and Title (CIP Classification System or System Translatable to CIP), Text Description (Content of Instruction, Schedule, Testing, etc.)
• Program Level and Prerequisites	Years of General Education, Years/Hours of Instruction Related Training Required, Minimum Assessment Test Scores (CASAS, TABE, Etc.), Degrees and Certificates
• Program Conditions (Time, Place, Method, Cost, Support)	Time of Instruction (Duration, Starting and Ending Dates, Days of Week, Times of Day), Location (Address, Facility), Method of Instruction (Large or Small Class, Tutorial, TV Course, Interactive Educational Technology Etc.), Costs (Fees, Cost of Book and Supplies, other Costs), Support Services (Counseling, Tutoring, Travel, Child Care, Medical, Parking, Etc.)
• Program Performance Measures	Average Performance Data for Class, Programs and Institutions (completion Rates, Pre/Post Assessment Test Scores, Post-Program Activities, skill gains)
• Current Enrollment and Openings	Size of Enrollment per class or Teacher, Number of Current Openings, Entry and Exit Dates
Intake and Update Data:	
• Demographic and Eligibility Data	Age Ethnic-Racial Group, Disability Status, Employment Status, Marital Status, Dependent Children, Veteran Status, Income (Personal and Household).
• Educational Records	Years of School, Degrees (H.S., Associate, B.A., Graduate, Vocational Certificate), Schools and Training Programs Attended (with dates), Grades
• Goals and Interests	Education and Training Goals (Don't Know, Degree, Skill Mastery, Literacy and Numeracy), Life Goals (Employment, Education, Home, Other).
Skill Assessment and Aptitude:	
• Educational Records (See Above)	
• Goals and Interests (See Above)	Aptitude Test Scores
• Assessment and Aptitude Tests	Pre/Post Assessment Test Scores and Dates (CASAS, TABE, GED, Etc.), Aptitude Test Scores
• Eligibilities	JTPA, GAIN, Armed Services, Job Skills Support Services (Child Care, Medical, Travel, Income Support)
• Interview Results	General Priorities, Specific Priorities
Counseling and Referral Data:	
• Referral	Referral to Program (Program Title, Code, Location and Date of Referral)
• Placement and Pre-registration	Pre-registration Status (Yes/No)

Exhibit 11, Continued Next Page:

Exhibit 11, Continued from Prior Page:

PROSPECTIVE DATA TYPES AND SPECIFICATIONS

General Types of Data:	Examples of Specific Data Elements:
Participation and Outcome Data:	
• Enrollment and Attendance	Enrollment outcome (Yes/No), Attendance Record
• Completion and Grade	Completion Status (Yes/No), Grade or Performance Score, Degree or Certification (Type and Date)
• Assessment and Achievement Tests	Post/In-Process Assessment Test Scores and Dates (CASAS, TABE, GED, Etc.)
• Learner Satisfaction	Satisfaction Survey Response (Sat-Dissatisfied)
Follow-up Data:	
• Subsequent Activities	Follow-up Status (Education Program, Employed, Homecare, Etc.)
• Learner Satisfaction	Responses from Student Exit and Follow-up Surveys (Satisfaction, Reasons for DR/Satisfaction)

(3) Specification and Standardization of Data

Once the general data types have been selected and prioritized, the consortia must undertake the complex task of specifying the specific nature of the data types.

Once the general data types have been selected and prioritized, the consortia must undertake the complex task of specifying the specific nature of the data types (**See Exhibit 11**). For example, if race and ethnicity of learners is to be collected, each consortium must determine a way of classifying learners that meets the needs of all stakeholders (e.g., minority and non-minority; Caucasian, Black, Hispanic, Asian, other; etc.). Similarly, if skill assessment test scores are to be recorded, specific tests and measurement scales must be selected.

The task of specifying and standardizing data requires the balancing of multiple needs and considerations. First and foremost, the data to be collected must be meaningful and useful to learners and staff at the information services. However, this same data must also meet local, state and federal reporting and statutory requirements. In many cases it will be possible to specify data so that it meets the needs of all stakeholders. In other cases, it may be necessary to develop crosswalks that translate data into classifications that meets the different needs of stakeholders.

The resolution of data specification and standardization issues is likely to take many meetings. The product of this task should be a list of specified and standardized data that are needed for the "collaborative infrastructure" while meeting the needs of participating stakeholders. The lead agency will work with its consortium members and state staff to develop this list.

(4) Design Data Collection Procedures and Forms

Once data is specified, the consortia must review the functions and operations of the "collaborative infrastructure" to determine how data is to be collected and stored, and design draft forms for the collection of data.

Once data is specified, the consortia must review the functions and operations of the "collaborative infrastructure" to determine how data is to be collected and stored, and design draft forms for the collection of data. Ultimately, these procedures and forms will be adapted or integrated into computer software. However, for purposes of maximizing understanding and communication among all stakeholders, they should be initially developed as a "paper model" for a non-computerized system.

Key items to be accomplished in completing this task will include:

- Review prospective operations of the "collaborative infrastructure" (**See Exhibit 7**) to specify points for decisions concerning the provision of services to learners (*e.g.*, points at which assessment tests will be required, etc.)
- Review prospective operations of the "collaborative infrastructure" (**See Exhibit 7**) to isolate points at which data and information are to be collected or updated.
- Determine which data and information should be collected from learners and which should be procured from agencies.
- Develop a flowchart of "collaborative infrastructure" operations which diagrams alternative procedural routes for learners with different needs, and specifies when and where data and information are to be collected or updated.
- Develop data and information collection forms which are appropriate to the point and conditions of collection.
- Develop instructions for the use of forms to collect and store data.
- Outline procedures for augmenting the collection of data for the "collaborative infrastructure" with the collection of data to meet special local and provider needs that have no relevance to the "collaborative infrastructure."

Staff from the Adult Education Institute for Research and Planning (AEI) will assist the consortia with templates and technical support. Products from the above activities should be consolidated by the lead agency for each consortium and circulated to staff at the Adult Education Institute (AEI).

(5) Develop Data Transfer and Record Keeping Procedures

Once information collection procedures and forms have been established, the consortia will develop procedures for the collaborative storage and transfer of data. As consortia approach this task, they should beware that development of procedures for "manual" processes may strain the credibility of the "paper modeling" process. Nonetheless, this task is a critical step toward the creation of a viable computerized system.

An explicit objective of the Strategic Plan is to facilitate the access and transfer of information, but also safeguard the rights of individuals to control and restrict the use of personal information.

In reality, the creation of a manual or "paper" system that collects data that will be jointly stored and accessed by individual learners and multiple providers is not likely to be viable. However, extension of the "paper model" approach to key components of the proposed "collaborative infrastructure" will enable the necessary discussions and modeling activities. For example, the "paper" equivalent to the ***EduCard***$_{TM}$ would be a "personal file" folder containing copies of the individual records that would be attached to the ***EduCard***$_{TM}$. Similarly, the paper equivalent to a computer network that stores and provides electronic access to information about individuals and programs would be a centralized filing office that manually consolidates and cross-references information, and distributes it to users via use of photocopy machines and delivery services. Clearly, the actual use of these "paper equivalents" would be too costly and time consuming to be usable. However, discussion and design of such "paper equivalents" would allow all stakeholders to participate in the design of a system that would be workable with the use of computers.

Key issues to be addressed in this task include:

- Organization of master files for individuals and programs.
- Procedures for sending information to central storage facilities.
- Procedures for procuring information from central data storage facilities for use by individuals and programs.
- Approaches for splitting or sharing the storage of information between central facilities and specific local providers or information centers.

The lead agency will have the responsibilities for consolidating the recommendations of its consortium members concerning these issues and forwarding them to the Adult Education Institute (AEI).

(6) Recommend Privacy and Data Access Policies

The next task entails development of recommendations concerning personal privacy and information access rights. An explicit objective of the Strategic Plan is to facilitate the access and transfer of information, but also safeguard the rights of individuals to control and restrict the use of personal information.

Consortia recommendations concerning personal privacy should address the following issues:

- Procedures and safeguards to maximize individual control over personal information and maintain security against unauthorized use of personal information.
- Specification of data and information to be restricted and non-restricted, and guidelines on providers and staff to be given full or partial access to information.
- Identification of existing statutes and regulations that may impact access about learner and program information.

The lead agency will summarize recommendations concerning the above and other information security issues, and forward them to the Adult Education Institute (AEI).

(7) Propose Approaches for Local and State-Local Collaboration

The next task in the "paper modeling" project is to recommend approaches for ongoing collaboration between state and local stakeholders in the implementation and administration of the "collaborative infrastructure."

The next task in the "paper modeling" project is to recommend approaches for ongoing collaboration between state and local stakeholders in the implementation and administration of the "collaborative infrastructure." Each consortia should propose approaches for institutionalizing a state-local partnership for ongoing review and adjustment of the proposed system. Issues to be addressed should include the following:

- Stakeholders to be included in local advisory and oversight bodies.
- Objectives, activities and responsibilities of local advisory and oversight bodies.
- Source of resources needed to maintain local advisory and oversight bodies.
- Procedures and communication channels working local advisory and oversight bodies to state stakeholders.

The lead agency for each consortia shall forward recommendations concerning local-state collaboration to the Adult Education Institute (AEI).

(8) Consolidate Materials into Draft "Paper Model" Report

The final task of the "paper model" project will be to consolidate materials developed in the prior seven tasks. In some cases, consortia may wish revise products from earlier steps to match those of later steps. Staff from the Adult Education Institute (AEI) will work with the Local Planning Consortia to develop a template for consolidating these materials, and summarizing the results and recommendations of the project. For the most part, it is expected that this template will parallel the above "modeling" tasks (See Exhibit 12).

Exhibit 12

PROVISIONAL OUTLINE OF "PAPER MODEL" REPORT

I. Background and Membership on Consortium

II. Summary of "Paper Model" Recommendations

III. Background and Developmental Papers

- A. Functions of "Collaborative Infrastructure"
- B. Selection and Prioritization of Needed types of Data
- C. Specification and Standardization of Data
- D. Data Collection Procedures and Forms
- E. Data Storage and Transfer Procedures
- F. Privacy and Data Access Policies
- G. Approaches for Local-State Collaboration

The lead agency will work with staff from the Adult Education Institute (AEI) to prepare a report on the "paper modeling" process and to ensure that the recommendations of the report are acceptable to members of the consortia.

ADVISE STRATEGIC PLANNING PROCESS

The second key activity of the Local Planning Consortia will be to review the entire 1988-89 Strategic Plan for Adult Education and make recommendations to the Interim Adult Education Steering Committee concerning the implementation, adjustment and augmentation of this plan.

The second key activity of the Local Planning Consortia will be to review the entire 1988-89 Strategic Plan for Adult Education and make recommendations to the Interim Adult Education Steering Committee concerning the implementation, adjustment and augmentation of this plan. These recommendations will be summarized by the lead agency of each consortium and conveyed to the Adult Education Institute (AEI) and Interim Steering Committee to guide preparation of the *1991 Edition of the Strategic Plan.* Adult Education Institute staff will also develop procedures and forms to provide direct dialogue between the consortia and other stakeholders and the Interim Steering Committee.

REVIEW AND ADJUST INTEGRATED "PAPER MODELS"

The last major activity of the Local Planning Consortia will be review and recommend adjustments to an integrated "paper model" prepared by the Adult Education Institute for Research and Planning (AEI).

Once each of the three to five consortia develop their own "paper models," these models will be reviewed and consolidated by state level staffs to reconcile differences and develop a standard model that meets the diverse needs of local communities within California. This process will produce an "Integrated Paper Model" which will be circulated among all members of all the Local Planning Consortia.

The lead agency for each consortium will convene meetings to discuss the "integrated paper model" and make recommendations for needed adjustments. These recommendations will be conveyed to the Adult Education Institute (AEI) where they will be reviewed and incorporated into subsequent revisions of the "Integrated Paper Model" to be used in the development of initial prototypes of the "collaborative infrastructure." Ultimately, this "integrated paper model" will be reviewed by the Interim Adult Education Steering Committee and the heads of participating state agencies.